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ABSTRACT

This monograph describes development of the Finnish system of vocational education and training and discusses its future outlook. Chapter I provides background information on political and administrative structures, population, and the economy and labor force. Chapters II-III describe the education system and its development and the vocational education and training system. A section on its historical development considers reform in the 1970s and 1980s, ammattikorkeakoulu (AMK) institutions (polytechnics), and legislation. A section on initial vocational education and training addresses these topics: sectors of training and fields of study; qualifications; student assessment, counseling, and support systems; and educational institutions and teachers. The section on continuing education and training covers the following: adult education and training; adult vocational qualifications and language proficiency tests; adult education and training opportunities; and financing adult training. A final section looks at special education and training for specific target groups. Chapter IV outlines the administrative and financial framework. Chapter V on qualitative aspects provides information on certification, training of trainers, and guidance. Chapter VI discusses trends and perspectives in these areas: lifelong learning, Information Superhighway, comparability of qualifications, and European dimensions. Appendixes contain the following: a list of abbreviations and acronyms, major organizations involved in vocational training; 11-item bibliography; glossary; and list of available qualifications. (YLB)

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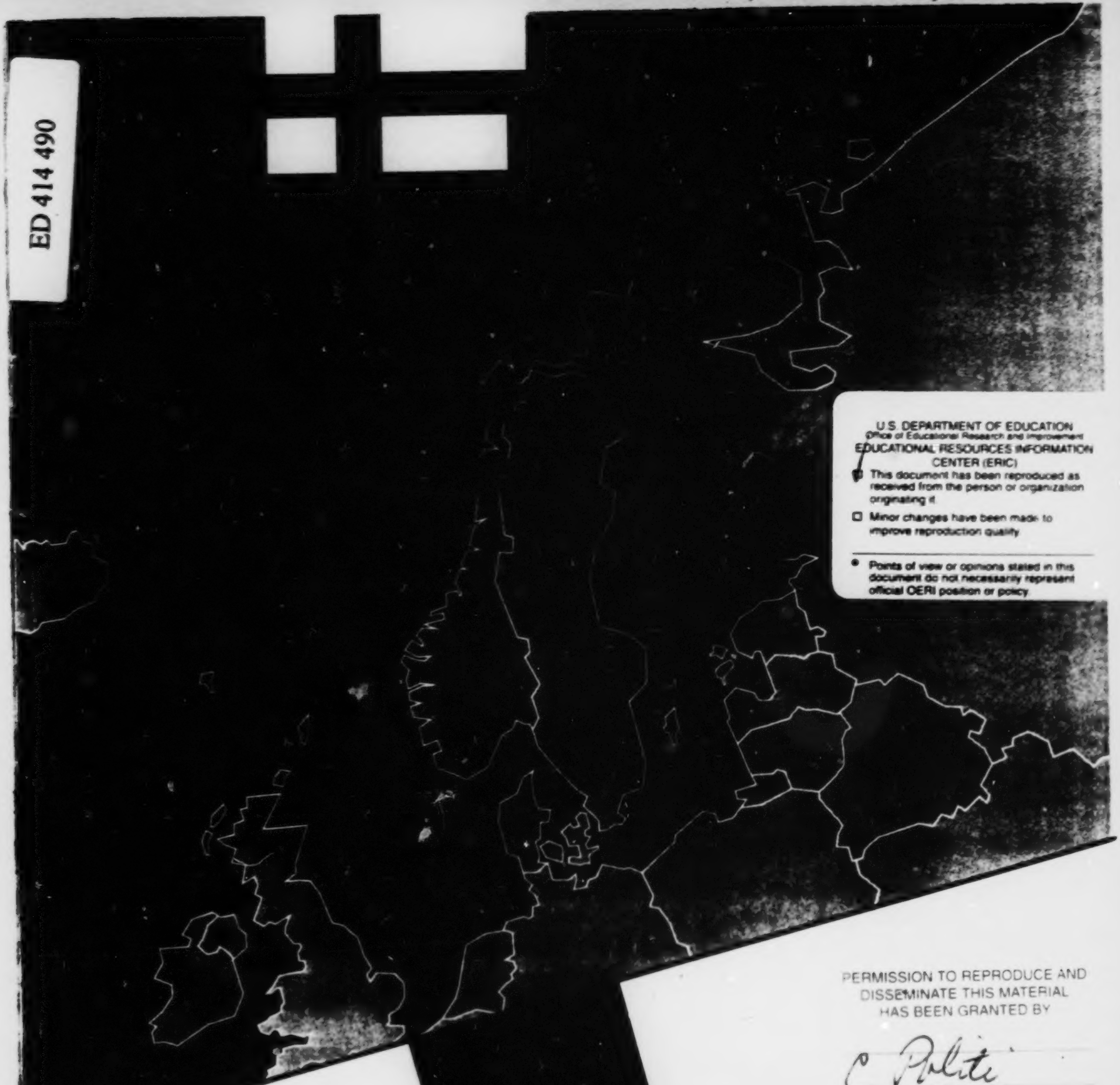

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Vocational education and training in Finland

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CEDEFOP Introduction

Objective and target groups
The publication of this description of the vocational education and training system in Finland is a step towards extending the series of descriptions of the (then 12) Member States published by CEDEFOP between 1993 and 1996, to include the three new Member States and countries covered by the European Economic Area (EEA) agreement. The objective is to present an overview of vocational education and training activities in Finland so that it is easily understood by interested "foreigners". The target group includes those who may be responsible for, and concerned with, VET policy issues, researchers in this field, directors of vocational training departments or institutions, and trainers and teachers, whether they work at EU or Member State level, or for a governmental or social partner organisation. Some may be using the text at their desks as a reference document, others may be visiting the country concerned either on a study visit or to plan or execute a bi- or multi-lateral project and are more likely to wish to read the document from beginning to end.

Content and structure
The volumes in this series set out to describe initial and continuing vocational education and training (VET). As far as initial VET is concerned this means including provision which is in some cases the responsibility of Ministries for Education and in others of Ministries of Employment or Social Affairs. As far as continuing VET is concerned it requires coverage of provision for both the employed and unemployed, usually by a wide range of governmental bodies and ministries, by private and social partner organisations.

The structure of the report (see the list of contents) has been laid down in some detail by CEDEFOP, which has also placed limits on how long it should be. This is to make it easier for readers to make comparisons between the training systems in various EU Member States. The structure is, in general terms, similar to that adopted for the reports on the Member States commissioned in 1992, but there have been some changes such as the addition of a chapter on what we have called "qualitative aspects", including information on certification, training of trainers and guidance. We are requiring the authors of all the monographs including those up-dating the existing ones, to follow this amended structure, so as to facilitate readers who wish to try to make comparisons between the systems.

Choice of author and consultation procedures
For this series CEDEFOP has tried to achieve a product which in some ways is impossible. We wished to have a report written by an insider of the system concerned, but easily comprehensible to the outsider. It followed that the person/institution chosen as an author is an insider, located in the country being described and, unless they choose not to do so, writing in their mother tongue. A further corollary of this was that CEDEFOP has tried to play the role of "outsider" in discussions on the draft text, in order to draw authors' attention to places where the report was likely not to be easily understood by the public for which it is intended.

CEDEFOP has also stipulated that the authors must carry out a consultation on the draft with the main parties involved in VET in their country. This has meant their sending the draft not only to the various public bodies responsible for organising the system and providing VET, but also to the principal representative bodies of the social partners. The assistance of the members of CEDEFOP's Management Board in the country concerned has in particular being requested in this connection.

Publishing and up-dating

It is CEDEFOP's intention, as long as the necessary resources are available, to publish these monographs in paper form in their original language and in English, French and German. In occasional and exceptional circumstances it may publish some monographs in additional languages. Experience has however shown that the time-scale involved in translating and publishing in hard copy form and the rate of change in the systems described means that the reports can almost never be entirely up-to-date. CEDEFOP intends therefore also to use electronic means of publishing, including making the texts (or part of them) available on CEDEFOP's Internet site or the publication of a CD-ROM. A further advantage of electronic publishing is that direct access to more detailed information available to CEDEFOP on particular aspects of the systems, which for space reasons could not be included in the hard copy version could be provided. Steps in this direction have already been taken, and an internal experimental infobase, which also attempts to facilitate comparison between the Member States, has been created.

Comments and feed-back

As indicated above, CEDEFOP is conscious that in preparing this series it has had to make choices. We would very much appreciate having readers' views as to whether we have made the rights ones concerning the scope, content and structure of the report. We would be pleased to have your comments by letter, fax or e-mail. On our Internet site (http://www.cedefop.gr) you will find a brief questionnaire. If you can use this or structure your comments in this way, it would assist us in evaluating the feed-back we get.

Vocational education and training in Finland

The Finnish system may have many similarities to those in other Member States, and particularly in the Nordic countries. It does however have many unique elements. Particularly interesting is the degree to which the system has been modularised and the very wide range of provision available in continuing vocational education and training. It is also interesting that it is a system in which the Ministry of Education and its special agency, the National Board, plays a key, indeed a predominant, role in continuing VET, but also one in which the social partner organisations have a considerable influence. Although therefore school, rather than company, based, it is a system in which emphasis has been laid on ensuring that curricula and qualifications are up-dated and meet the needs of the work-place, particularly in relation to the use of new technologies. In addition value for money is very much emphasised and there has been a decentralisation of many aspects of management of the system to individual institutions. The system remains however, overwhelmingly a publicly run and financed one, with very few private providers of training.

We are very grateful to the National Board of Education and in particular to Mr. Matti Kyro and his team of authors who prepared this monograph. They responded very positively to the comments and proposals for changes which CEDEFOP made. We hope that together we have provided the reader with a useful tool.

Stavros Stavrou
Stavros Stavrou
Deputy Director

J. Michael Adams
J. Michael Adams
Project co-ordinator

Thessaloniki, March 1997

Contents

Author's preface **Page 7**

Chapter I: Background information 11

1.1 Political and administrative structures 11
1.2 Population 13
  1.2.1 Demographic trends 13
  1.2.4 Linguistic groups 15
  1.2.5 Geographical differences 15
  1.2.6 Educational level 16
  1.2.10 Foreign nationals 18
1.3 The economy and labour force 19
  1.3.1 Gross domestic product 19
  1.3.2 Public sector and government debt 20
  1.3.4 Consumer prices and inflation 21
  1.3.5 Labour force 21
  1.3.9 Industrial structure 24
  1.3.10 Unemployment 26
  1.3.14 Long-term unemployment 28
  1.3.16 Youth unemplyment 30

Chapter II: A brief description of the education system and its development 31

2.1 Historical development 31
2.2 Comprehensive school and preschool education 31
2.3 Upper secondary education 33
2.4 Tertiary level education 35

Chapter III: The vocational education and training system 39

3.1 Historical development of vocational education and training 39
  3.1.1 Early history 39
  3.1.5 Developments since 1945 39
  3.1.7 The reform of vocational education and training in the 1970s and 1980s 40
  3.1.12 Goals and values of vocational education and training 41
  3.1.14 Combination studies at the upper secondary level: a pilot project 41
  3.1.17 AMK institutions 42
  3.1.19 Adult education 42
  3.1.25 Administration 44
  3.1.28 Legislation 45
3.2 Initial vocational education and training 46
  3.2.1 Introduction 46
  3.2.2 Sectors of training and fields of study 47
  3.2.3 Qualifications 48
  3.2.4 Upper secondary qualifications 50
  3.2.5 Post-secondary qualifications 52
  3.2.6 AMK qualifications 55
  3.2.7 Curricula 55
  3.2.8 On-the-job training 57
  3.2.9 Student assessment 58
  3.2.10 Admission to vocational education and training 58
  3.2.11 Student counselling 60
  3.2.12 Support systems for students 61
  3.2.13 Quantitative objectives of vocational education and training 63
  3.2.14 Educational institutions and teachers 66
3.3 Continuing education and training 70
  3.3.1 The adult education and training system 70
  3.3.2 Vocational qualifications and language proficiency tests for adults 72
    Vocational skill certificates 73
    Language proficiency tests 75

3.3.3 Education and training opportunities for adults 75
  Self-motivated adult education 76
    Self-motivated vocational training 76
    General adult education and liberal education 78
    Adult education at institutions of higher education 78
  Apprenticeship training 79
  In-service training 80
  Employment training 83
  Employment and guidance services 86
3.3.4 Financing adult training 87
  Support for self-motivated adult education and training 88
  Support for apprenticeship training 88
  Support for in-service training 89
  Allowance for employment training 89
  Support for rehabilitation training 89
3.3.5 Education and training institutions and the content of adult training 90
3.3.6 Numbers participating and changes over the past decades 94
3.3.7 Education not under public supervision 96
3.4 Special education and training for specific target groups 97
  3.4.1 Special education 97
  3.4.2 Adult education for the Sami people 99
  3.4.3 Adult education for the Romani people 99
  3.4.4 Adult education for immigrants 100

Chapter IV: The administrative and financial framework 101

4.1 Administrative of education and training 101
  4.1.12 Supervision of the qualifications structure and contents of education 103
  4.1.15 Supervision of the quantity and financing of education 103
  4.1.16 Supervision of statutory institutions 103
4.2 Financing education and training 104
  4.2.1 Main principles 104
  4.2.7 Financing vocational education and training for young people 105
  4.2.12 Financing of adult education 106

Chapter V: Qualitative aspects 109

5.1 Management by results and evaluation 109
5.2 Qualifications 109
5.3 Permission to establish institutions 110
5.4 Teachers' qualification requirements and teacher training 110
5.5 Evaluation and quality development 111
5.6 Research in vocational education and training 113

Chapter VI: Trends and perspectives 115

6.1 General 115
6.2 Development plan for 1995-2000 115
6.3 Closer links with the labour market 116
6.4 Life-long learning 117
6.5 The Information Superhighway programme 118
6.6 Closer cooperation between educational institutions 118
6.7 EU structural funds 119
6.8 Comparability of qualifications 119
6.9 European dimensions 120

Annexes 123

1. List of abbreviations and acronyms 125
2. Major organisations involved in providing or regulating vocational training 126
3. Bibliography 128
4. Glossary of terms 129
5. List of vocational training qualifications available 132

Author's preface

This monograph on the Finnish system of vocational education and training has the same structure as other volumes in the CEDEFOP series on vocational training systems in EU member states. Its main purpose is to cater for the needs of people who work in the field of vocational education and training, but it may also be of interest to ordinary citizens. Finland is a new member of the European Union and needs to provide more information on its training system to further facilitate exchange and interaction among the member states.

The Finnish system of vocational education and training has been under continuous reform and development during the past few decades. The reform of vocational education and training in the late 1970s was based on views and concepts prevailing at that particular time. However, by the time the reform was completed in the late 1980s, the education needs in society and in the labour market had changed. Consequently, a series of new experiments was launched. All the time, however, the reforms have started from the recognition that it is crucially important for a small country like Finland to maintain high standards of education and accordingly high levels of skill and expertise for high-quality production.

The main goal of vocational education and training policy in Finland is to provide the workforce with a broad range of vocational skills and competencies. This goal has been pursued by creating a comprehensive network of educational institutions which offer training for both young people and adults in virtually all occupations and professions. Budget cutbacks, however, have made it increasingly difficult to maintain this comprehensive system, and we now need to reassess the role of institution-based education in relation to on-the-job training, the course offerings of educational institutions, and also the question of costs for vocational education and training.

Recently, the main development priorities in the Finnish system of vocational education and training have been to move towards a broader scope of education; to provide students with a wider range of options; to offer courses tailored to students' individual needs and interests; to promote entrepreneurship studies; and most importantly, to create closer links between education and the labour market. In this latter respect there certainly has been room for improvement, and indeed in recent years the share of practice oriented training has been increased in all training programmes.

Ongoing efforts to raise the standards of vocational education and training in Finland are focused on the higher level of the education system. During the 1990s a new structure has been set up alongside the traditional multi-faculty university, i.e. the AMK institution. Still operating in part on an experimental basis, AMK institutions are expected to generate innovations by bringing together a wide range of expertise from different fields. AMK institutions also serve as development centres for local employers, producing new practical applications on a solid theoretical foundation.

In the field of continuing vocational training, a system of national vocational qualifications that is based on proficiency tests has been set up. Candidates may take the tests without formal training and regardless of how they have acquired their skills.

This monograph describes the past development of the Finnish system of vocational education and training and discusses its future outlook. The development of vocational education and training is an ongoing process, and to the extent possible we have also looked ahead to see how our system will evolve up to the early years of the 21st century — hoping in this way to extend the useful life of the monograph.

The writing of this monograph was a teamwork effort, with the following persons from the National Board of Education taking part: Matti Kimari, Elisa Rahikainen, Leena Walls, Jukka Katajisto, Heidi Bergström and Marjatta Ögren. Kaarle Sulamaa had a major part in piecing together and editing the text. The whole team have worked very hard indeed to produce this detailed and comprehensive description of vocational education and training in Finland. During the course of its work the team has received invaluable assistance and constructive criticism from representatives of labour market organizations as well as from colleagues at Statistics Finland and other government agencies.

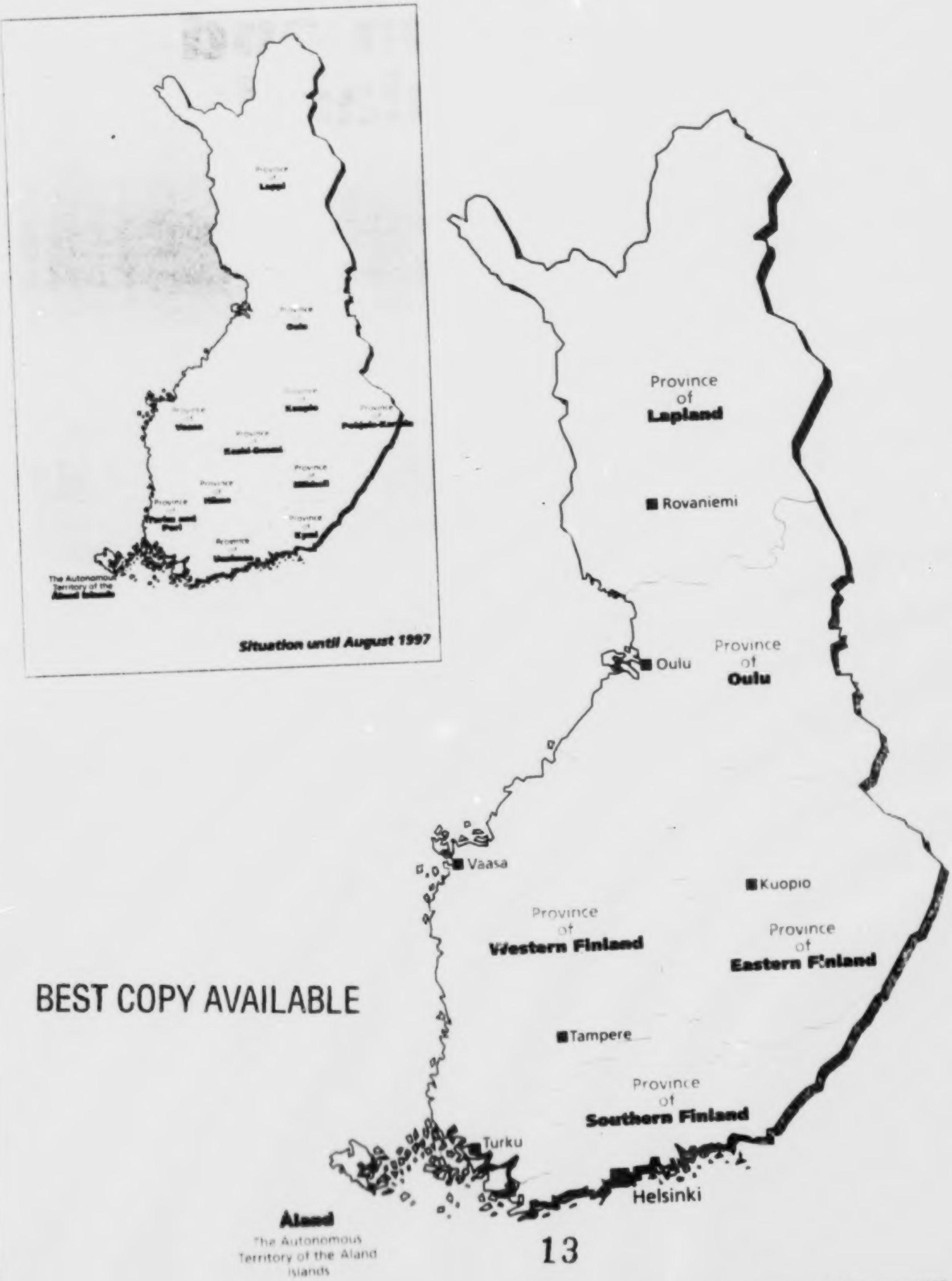
Finally, I wish express my warmest thanks to Michael Adams at CEDEFOP for his painstaking efforts in reviewing earlier drafts of the monograph. His comments were extremely valuable not only in his capacity as editor of this series, but also as a European reader.

Matti Kyrö

Helsinki, December 1996

Vocational education and training in Finland

Finland - provinces and major cities


The Autonomous Territory of the
Province of Lapland
Rovaniemi
Oulu
Province of Oulu
Vaasa
Kuopio
Province of Western Finland
Province of Eastern Finland
Tampere
Province of Southern Finland
Turku
Helsinki
Åland
The Autonomous Territory of the Aland Islands

Situation until August 1997

Situation after August 1997

Chapter I
Background information

1.1 Political and administrative structures

1.1.1
Finland covers 338,000 square kilometres and is one of the biggest countries in Europe. Both living conditions and the industrial structure are very much determined by the country's northerly location and climate. Not only the surrounding seas but also the extensive network of inland waterways have had a major influence on transportation and settlement: some 10% of the country's total area consists of lakes. Forests cover 69 % of the country and remain important to the national economy.

1.1.2
Finland is bordered on the east by Russia; the two countries share a common border of almost 1300 km. In the northwest there are shorter borders with Norway (about 700 km) and Sweden (about 600 km). To the west lies the Gulf of Bothnia and to the south the Gulf of Finland. Ahvenanmaa (the Åland Islands) at the entrance to the Gulf of Bothnia forms an integral part of Finland, but the province enjoys extensive autonomy.

1.1.3
Finland's population of just over five million is divided into three language groups. Around 94 % speak Finnish; the Swedish-speaking minority comprises about 6 % of the total; and the Sami-speaking minority 0.03 %. There are two official languages in the country, Finnish and Swedish. In Åland the official language is Swedish. All public services (including education) are available to Finnish citizens in their mother tongue (Finnish or Swedish). There are two official national churches, the Lutheran Church (comprising 87 % of the population) and the Orthodox Church (1 %). Over 10 % of the population have no church affiliation. More than 60 % of the population live in urban areas.

1.1.4
Finland's republican constitution dates from 1919. The constitution defines the basic rights of citizens and establishes the fundamental principles of legislation, administration, jurisdiction, public finances, national defence, education, religious communities and public offices. According to the constitution, basic education is compulsory and provided free of charge to everyone. The state is also charged with the responsibility to provide or support vocational education and training, general education, higher education and university education.

1.1.5
Finland is a parliamentary democracy with a multi-party system. Legislative power rests in the unicameral parliament of 200 members elected for a four-year term. The cabinet must enjoy the confidence of parliament. The main forces in the country's coalition governments have been the Social Democrats and the agrarian Centre Party. The coalition that was formed after the 1995 general election was quite exceptional: the Social Democrats and the Left Wing Alliance joined forces with the Coalition Party, and the Green Party supplied its first-ever minister. The Centre Party was left out of the government.

1.1.6
The government is appointed by the president, who is elected by direct, popular

vote for a term of six years. By international standards the Finnish president has extensive executive powers, but recently there has been some talk about restricting those powers. One of the president's most important roles is in conducting the country's foreign policy.

1.1.7

Finland is an active and respected member of the international community. During the cold war between the USSR and the western powers, Finland pursued a consistent policy of neutrality and strict impartiality. Finland joined the United Nations and the Nordic Council in 1955. Associate membership of the European Free Trade Area (EFTA) in 1961 and full membership of the OECD in 1969 served to increase economic cooperation with western countries. Finland became a full member of EFTA in 1986. A free trade agreement was concluded with the EEC in 1973. In October 1994 a referendum was held on Finland's membership of the European Union. A majority of 57 % of the population voted in favour, and Finland became a member on January 1, 1995.

1.1.8

Executive powers are vested in different levels of government: central government, regional government and local government. Central government is represented by ministries and central administrative agencies that answer directly to the appropriate ministry. The National Board of Education is one such agency, answerable to the Ministry of Education. This structure of administration can be traced back to the Swedish era (Finland was a part of Sweden from the 12th century until 1809). Ongoing changes will see these administrative units transformed into expert agencies. Regional government is represented by 6 provinces. Provincial state offices are responsible for the supervision of police and rescue services, social and health care services as well as education. Local government is in the hands of 455 municipalities, which represent the basic units of local self-government in Finland.

1.1.9

The main thrust in ongoing campaigns to streamline public administration is towards a leaner central government and greater autonomy at the local level. In most branches of administration the trend towards decentralization has meant less normative guidelines from central government and more freedom to take decisions at the local level. The purpose is to move towards a two-tiered system of administration, with ministries and municipalities representing the key agents.

1.1.10

The changes are clearly visible in regional administration, where the role of provincial state offices has been very much curtailed. A new act on regional development went into effect at the beginning of 1994, creating the regional council structure. Regional councils work closely with both the municipal and state authorities as well as with the local business community and voluntary organizations to produce regional development plans. An important objective of the new legislation is to support regions in their efforts to achieve a more independent and balanced development. In this sense the legislation lays the foundation for a new, programmatic regional policy, which is further strengthened by Finland's membership of the European Union whose support will be channelled through regional councils.

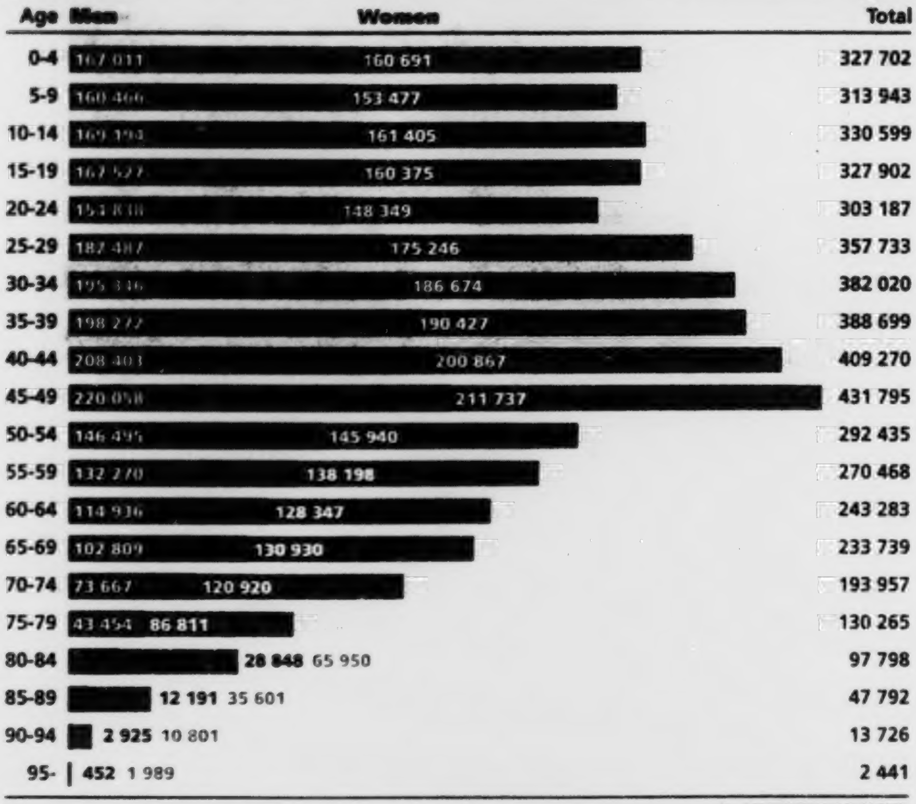
1.2 Population

Demographic trends

1.2.1

At year-end 1994 Finland had a population of 5,099,281, with men numbering 2,482,010 and women 2,617,271. The mean age of men was 36.3 years and that of women 39.8 years. The figure below shows the breakdown of the Finnish population by age at year-end 1994:

Figure 1. **Population by age group at year-end 1994**

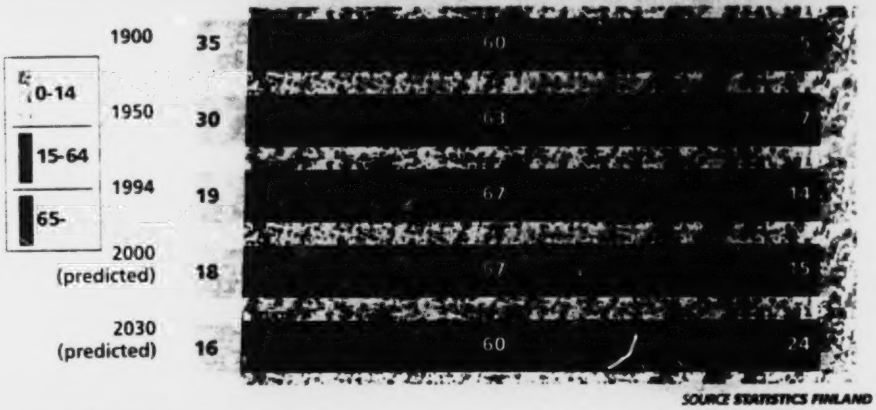


SOURCE **STATISTICS FINLAND**

1.2.2

As in other western countries the proportion of older age groups in the population is set to grow. In Finland the age structure of the population and trends in labour supply are largely determined by the baby boom generation that was born after the war. The 'baby boomers' who were born in 1945-50 are now midway through the age pyramid. There is thus a large working-age population in comparison with children and pensioners. As these people begin to age, the labour supply will begin to decline. The following figure shows the development of the age structure in Finland:

Figure 2. **Population by age group 1900-2030 (%)**

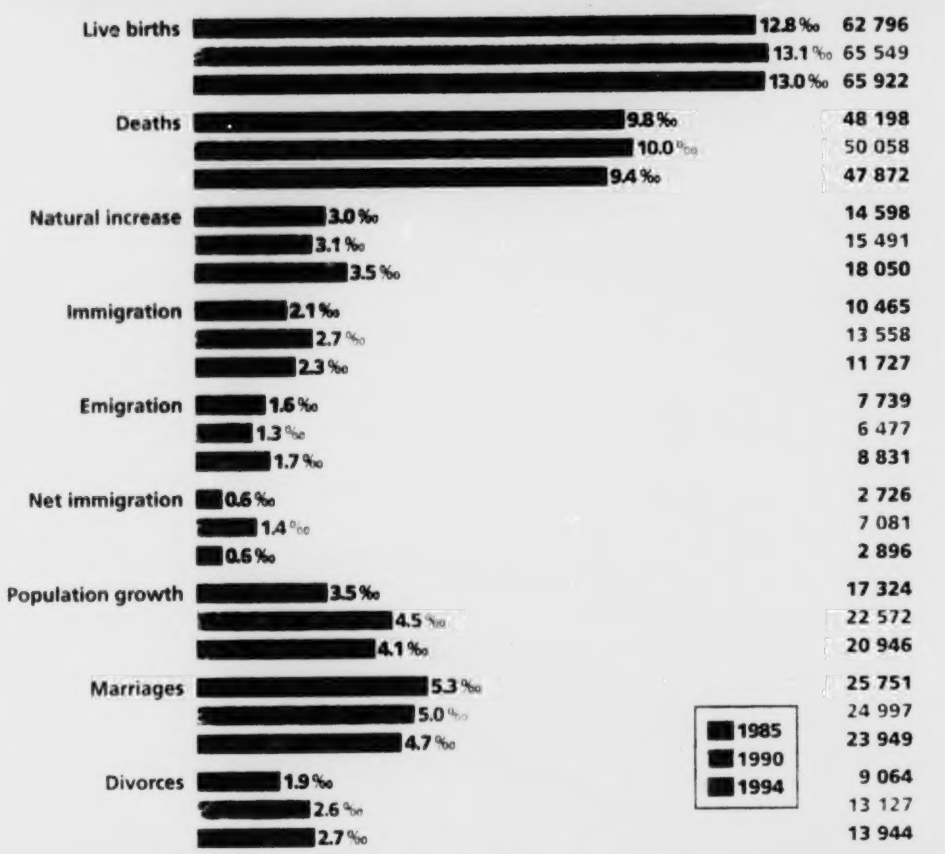


SOURCE STATISTICS FINLAND

1.2.3

It is estimated that the Finnish population will continue to grow until the end of the century at a net rate of about 10,000-20,000 per annum. The numbers are expected to begin to decline in 2015. To avoid this downturn, Finland would need a net annual inflow of some 20,000 immigrants per year.

Figure 3 **Population changes 1985-1994**



SOURCE STATISTICS FINLAND

Linguistic groups

1.2.4

Finland has two official languages, Finnish and Swedish. The Swedish-speaking minority today numbers 295,000 and comprises about 6 % of the total population. The Sami-speaking population numbers around 1,700, representing 0.03 % of the population. Among the other groups, Russian-speakers represent the fastest growing linguistic group, numbering almost 14,000 at year-end 1994.

Geographical differences

1.2.5

Finland is one of Europe's least densely populated countries, but there is a fairly heavy concentration of population along the southern and southwestern coasts.

With the changes in the industrial structure, large numbers have moved from agriculture and forestry in northern and eastern Finland to industrial and service jobs in the south. Fully one-quarter of the population lives in the province of Uusimaa (see map on page 10), which lies around the capital.

Educational level

1.2.6

The educational level of the working-age population in Finland has risen significantly during the past two decades. In the younger generations, the numbers completing post-compulsory qualifications have sharply increased. In the age group 25-29, over 81 % have such qualifications, while in the age group 60-64 the figure is markedly lower at about 29 %. This difference is bigger than in any other OECD country.

Table 1. **Proportion of population by age group, who have obtained upper secondary school, vocational institution or university qualifications in 1994**

Age	%
15 - 19	16.5
20 - 24	78.8
25 - 29	81.1
30 - 34	81.7
35 - 39	76.2
40 - 44	69.0
45 - 49	59.8
50 - 54	52.0
55 - 59	40.0
60 - 64	30.4
65 -	20.4
Total population over 15	53.6

SOURCE: *STATISTICS FINLAND*

1.2.7

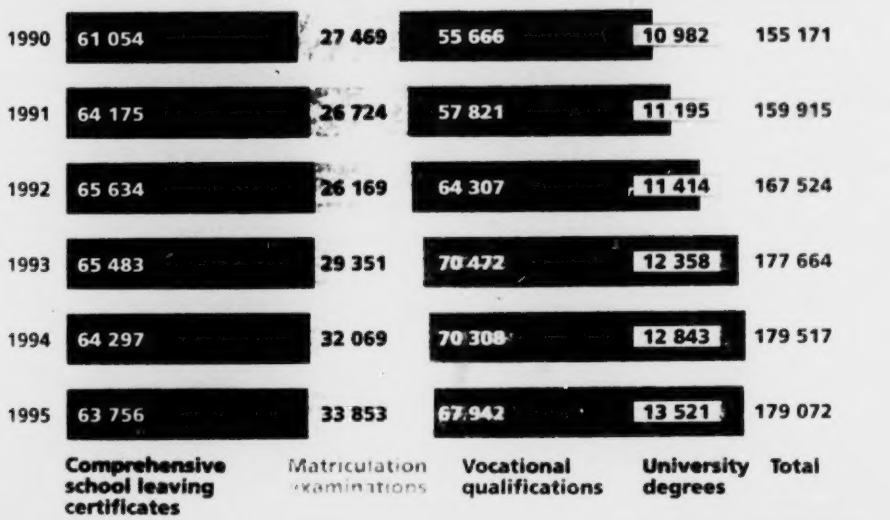
The increase in the proportion of young people with completed qualifications originates with the changes that were carried out in the 1980s to streamline post-compulsory education and to increase the number of student places to accommodate the whole age group. In 1993 some two-thirds (67 %) of the active labour force had completed post-compulsory qualifications. The tables below show the number of students in education leading to qualifications and the number of degrees and qualifications completed.

Table 2. Students in education and training leading to qualifications in 1995

Type of institution	No. of students	Change on previous year %	Women %
Comprehensive school	588 000	0.1	49
Upper secondary school	135 000	0.2	59
Vocational institution	203 000	1.0	52
University	133 000	4.3	52

SOURCE STATISTICS FINLAND

Figure 4. Degrees and qualifications completed



SOURCE STATISTICS FINLAND

1.2.8
There are clear regional differences in educational level. The people with the highest level of education live in the province of Uusimaa and particularly in the Helsinki metropolitan area. People in other urban areas are also fairly well-educated. The more rural provinces of Vaasa, Mikkeli and North Karelia have the largest proportion of people with a low level of education.

1.2.9
Investment in education and research is at a relatively high level in Finland, as can be seen from the following comparison with the other EU countries:

Table 3. **Education and research expenditure as % of GDP**

Country	Education expenditure as % of GDP 1993	Research expenditure as % of GDP 1993
Belgium	5.1	1.7
Denmark	7.4	1.7
Germany	4.1*	2.5
Greece	3.1	1.6
Spain	4.6	0.9
France	5.8	2.4
Ireland	6.2	1.1
Italy	5.4	1.3
Luxembourg	4.1*	..
Netherlands	5.9	1.9
Austria	5.8	1.6
Portugal	5.0	0.7
Finland	**7.2**	**2.2**
Sweden	8.3	3.1
United Kingdom	5.2	2.2

* 1992

SOURCE **STATISTICS FINLAND**

Foreign nationals

1.2.10
The resident population of foreign nationals in Finland is comparatively small: at year-end 1994 the number totalled around 62,000, up by some 10 % on the figure one year previously. The impact of Finland's membership of the European Union on the number of foreign nationals in the country should become clear over the next few years. Overall, population growth in Finland has slowed, largely because of lower net immigration levels. It would seem that the outflow of people from Finland is slowly increasing.

1.2.11
The biggest single group of foreign nationals in Finland, accounting for around 36 % of the total, is represented by people who have moved from the former Soviet Union. About one-fifth or 22 % of all foreigners come from EU countries. Half of all foreign nationals live in Uusimaa, where their share of the total is three times greater than in other provinces. Helsinki, not surprisingly, has the heaviest concentration of foreign nationals.

Table 4. **Foreign nationals in Finland**

Citizens of:	1985	1990	1995
Russia			9720
Soviet Union	1558	4181	6163
Estonia			8446
Sweden	4925	6051	7014
Somalia	1	44	3229
Yugoslavia	58	75	2407
United Kingdom	1111	1365	1865
USA	1268	1475	2686
Vietnam	144	292	2414
Germany	1615	1568	1748
Others	6412	11279	22874
Total	**17034**	**26255**	**68566**

SOURCE STATISTICS FINLAND

1.3 The economy and labour force

Gross domestic product

1.3.1

Finland has enjoyed a fairly steady run of economic growth and increasing welfare since independence in 1917; the only breaks in an otherwise consistent growth trend were caused by the recession during the 1930s and World War II. A sustained period of economic growth resumed immediately after the war, with GDP increasing at around 5 % per annum. The time series below shows that from the mid-1970s to the mid-1990s, GDP increased almost fivefold at nominal value. The signs of the recession in the early 1990s are quite clear, even though the figures are still higher than those for ten years previously. The recession has now bottomed out, but GDP per capita is still at the same level as five years ago.

Table 5. **GDP per capita 1975-1994**

Year	FIM *
1975	21 900
1980	40 000
1985	67 600
1988	87 800
1989	98 100
1990	103 400
1991	97 900
1992	94 600
1993	94 800
1994	100 500
1995	106 800

* FIM = 0,174 ecu (August1996)

SOURCE STATISTICS FINLAND

Table 6. **Annual change in GDP (%)**

Year	Annual change (%)
1980	5.3
1981	1.9
1982	3.2
1983	2.7
1984	3.0
1985	3.4
1986	2.4
1987	4.1
1988	4.9
1989	5.7
1990	0.0
1991	- 7.1
1992	- 3.6
1993	- 1.2
1994	4.0
1995	6.6

SOURCE **STATISTICS FINLAND**

Public sector and government debt

1.3.2

In the early 1990s the Finnish economy plunged into what turned out to be its worst recession since the Second World War. Following the collapse of bilateral trade with the Soviet Union, unemployment soared to unprecedented levels. At the same time the whole banking sector struggled with a crisis left by the monetary policy pursued in the late 1980s. To resolve that crisis and meet the rising costs of unemployment, the government had to borrow more money from both domestic and foreign sources.

Table 7. **Government debt**

Year	Debt (FIM million)
1986	51 994
1987	58 511
1988	58 084
1989	52 912
1990	57 038
1991	92 052
1992	175 282
1993	265 543
1994	319 823
1995	371 605

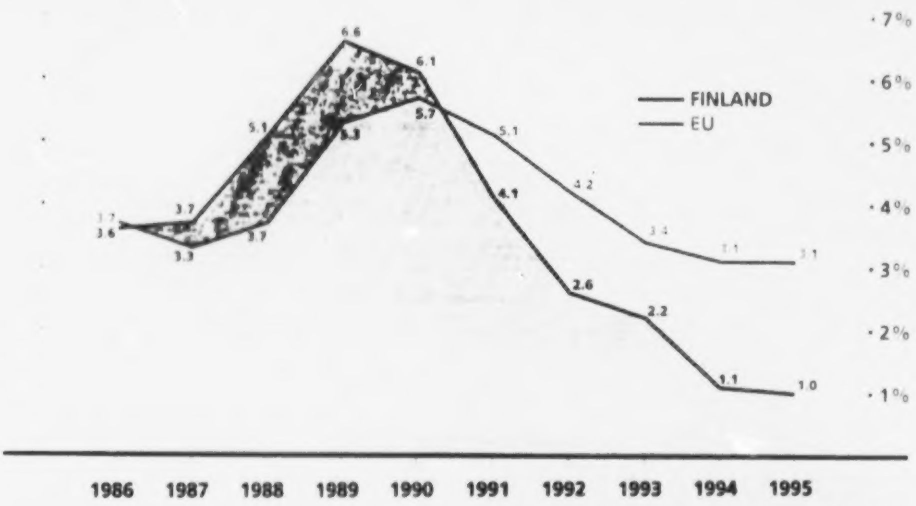
SOURCE **STATISTICS FINLAND**

1.3.3
In May 1995 government debt stood at FIM 357 billion. It is estimated that in 1995 government debt represented 67 % of GDP and that the figure further increased to 68 % in 1996. Experts believe that the turning-point will have been reached during 1996. The increase in government debt relative to gross output is expected to level off, although in absolute terms the figure will probably continue to rise somewhat.

Consumer prices and inflation

1.3.4
At the same time of course, the recession of the 1990s has helped to keep inflation in check and even to reduce prices.

Figure 5. **Consumer prices (Changes on previous year)**

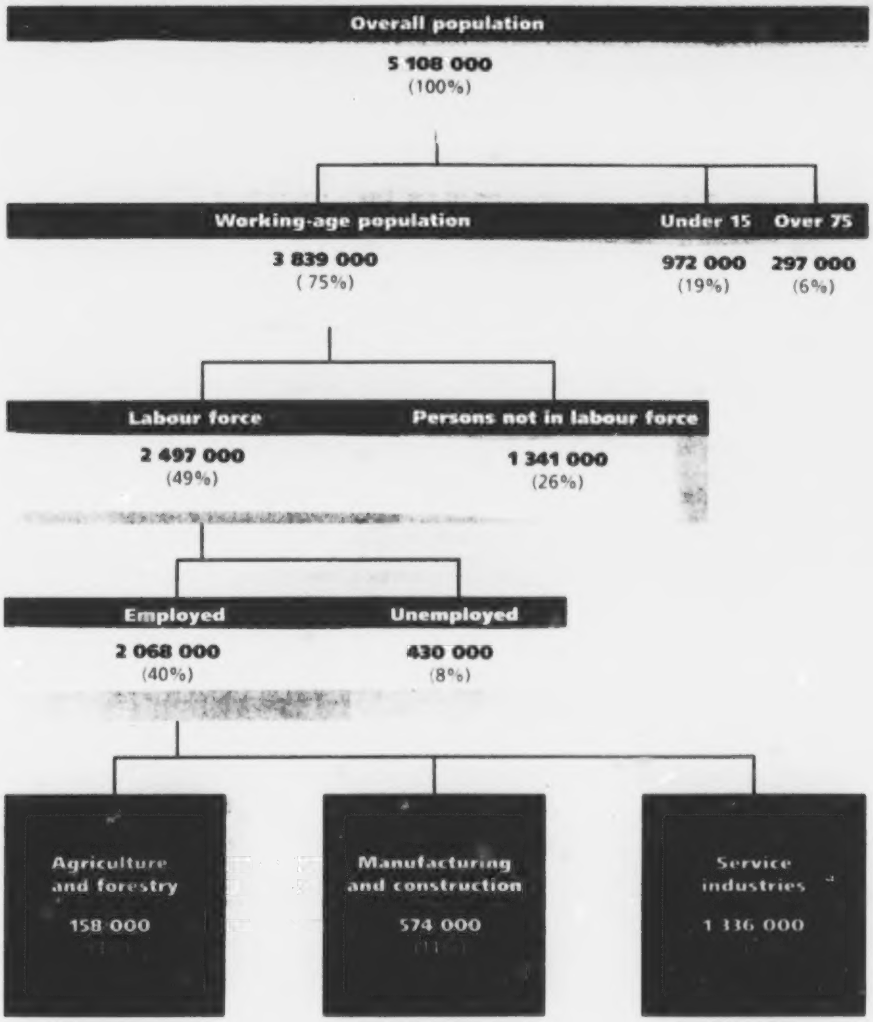


SOURCE **STATISTICS FINLAND**

Labour force

1.3.5
In 1994 the Finnish labour force numbered around 2.5 million, with 81.6 % gainfully employed and 18.4 % without a job. Almost two-thirds of those outside the labour force were pensioners; one-quarter or 26 % were students.

Figure 6. **Population by main groups according to labour force survey in 1995**

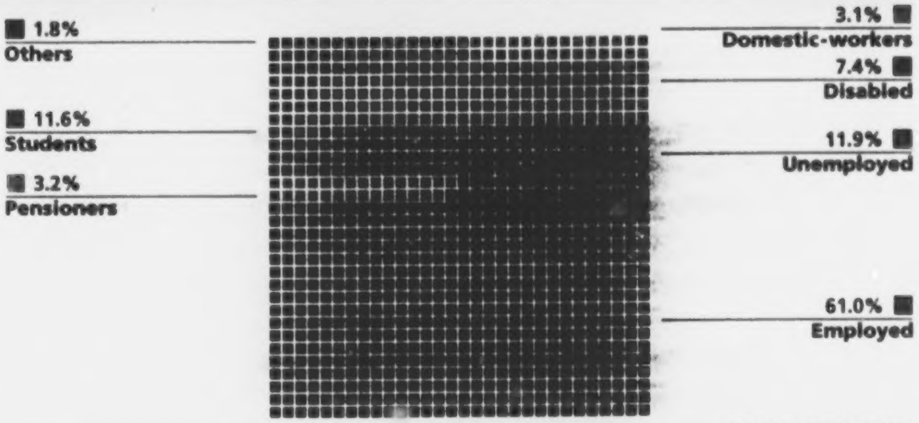

Overall population
5 108 000
(100%)
Working-age population
3 839 000
(75%)
Under 15
972 000
(19%)
Over 75
297 000
(6%)
Labour force
2 497 000
(49%)
Persons not in labour force
1 341 000
(26%)
Employed
2 068 000
(40%)
Unemployed
430 000
(8%)
Agriculture and forestry
158 000
Manufacturing and construction
574 000
Service industries
1 336 000

SOURCE **STATISTICS FINLAND**

1.3.6

The gainfully employed comprise the largest group in the population aged 15-64, followed by pensioners. The breakdown of the population by main activity is shown in the following figure:

Figure 7 **Population aged 15-64 by main activity in 1996**



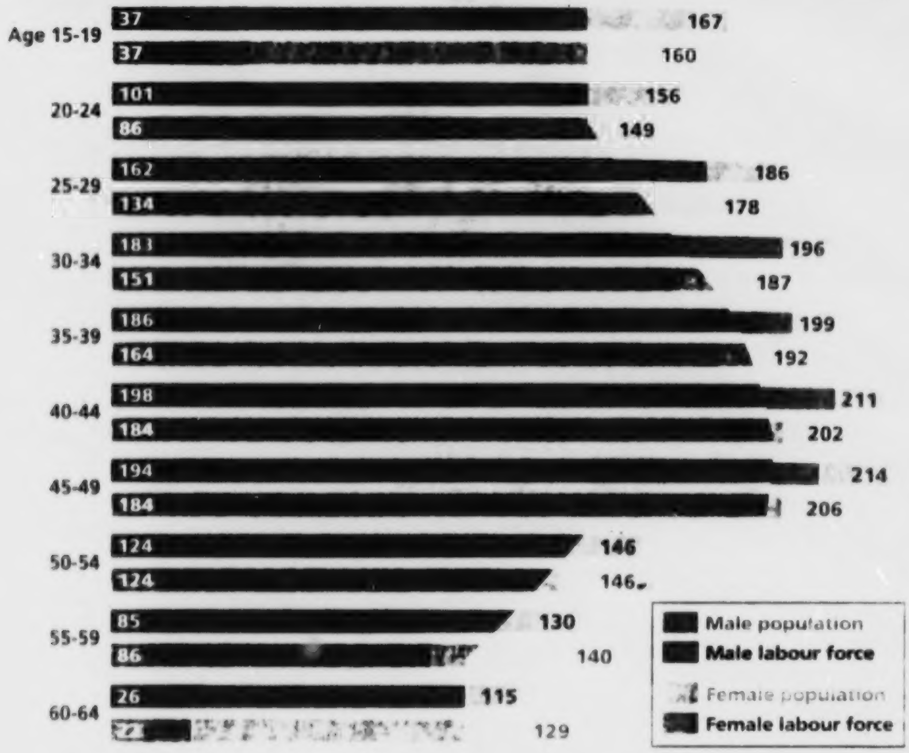
SOURCE STATISTICS FINLAND

1.3.7

The working-age population will continue to grow until 2010 when the baby boomers begin to retire. At this point the working-age population will begin to decline in both absolute and relative terms, and the growth of the elderly population will gather momentum. In the year 2030, elderly people will account for about one-quarter of the total population.

1.3.8
In 1994 the breakdown of the labour force by age group was as follows:

Figure 8. **Population and labour force by age group in 1994** (in thousands)

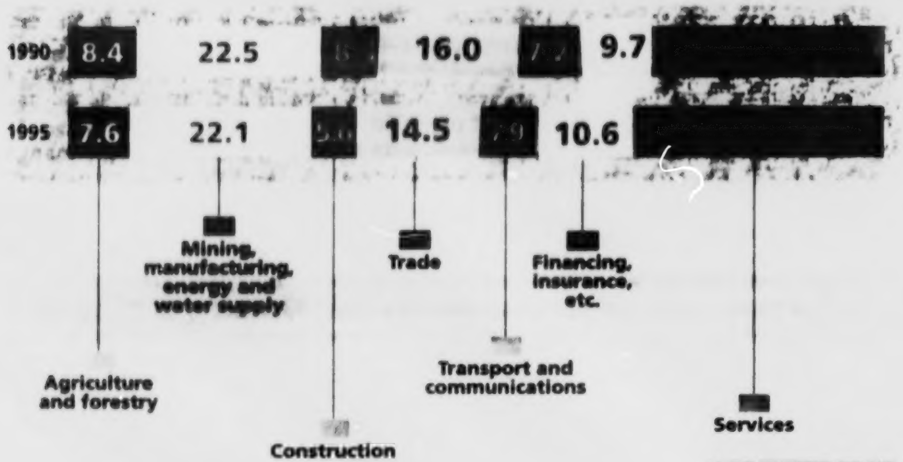


SOURCE **STATISTICS FINLAND**

Industrial structure

1.3.9
Urbanization got off to a comparatively late start in Finland. In the 1960s most people were still living in rural areas, earning their living from forestry and agriculture. Industrial growth continued at a rapid pace until the mid-1970s and the oil crisis, resuming again after a brief interlude in 1978. Throughout the 1980s production increased at an average annual rate of about 4 %, maintaining healthy levels of employment. Services in particular expanded rapidly. The following figure and table summarize the developments that have taken place over the past few years:

Figure 9 **Employed persons by sector**



SOURCE STATISTICS FINLAND

Table 8. **Employed persons by sector 1994**

Industry	**% of employed labour force**
Services	55
Manufacturing	27
Primary production	3
Employer	**% of employed labour force**
Private	70
Municipal authority	22
State	3

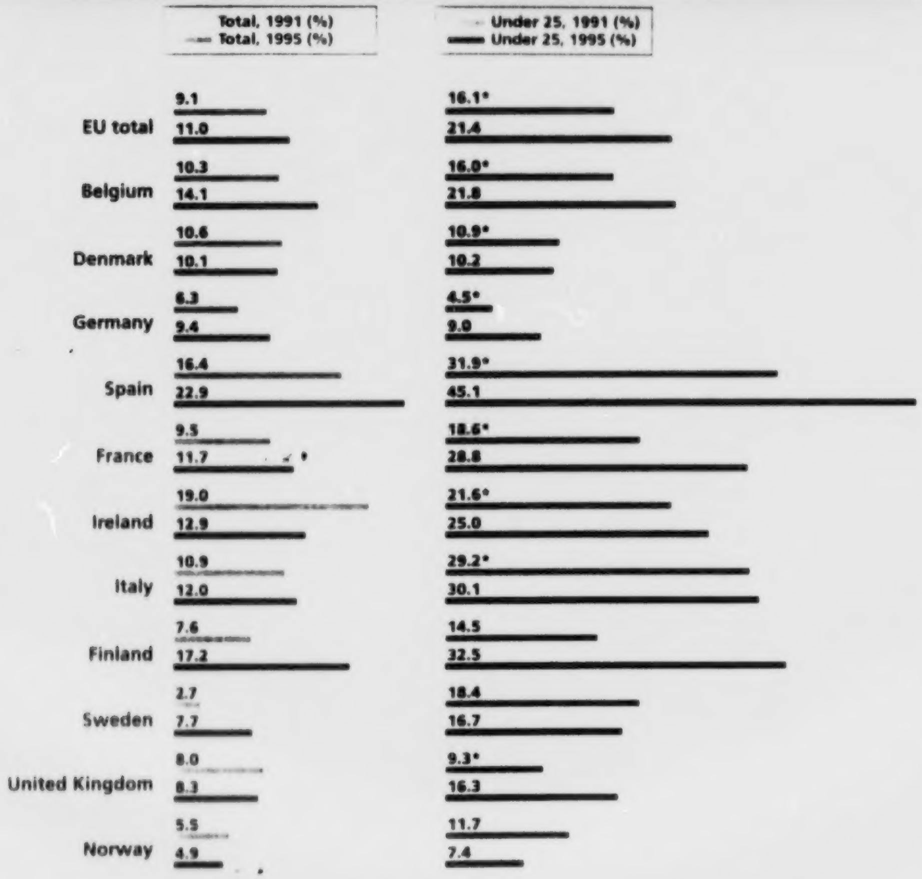
SOURCE STATISTICS FINLAND

Unemployment

1.3.10

Brisk trade with the Soviet Union and continuing expansion of the public sector allowed Finland to maintain a fairly low level of unemployment until the 1990s; the unemployment rates were well below the EU average. Then, with the recession in the early 1990s, the figures increased almost fivefold. During 1990-1994 a total of almost 475,000 jobs were lost, almost one-fifth of all the jobs in the country. In 1994 the jobless figure was 494,200, averaging 18.5 % of the labour force; among EU members only Spain had a higher unemployment rate. Women accounted for around 44 % of the unemployed. The unemployment rate among young people under 25 was 32.5 %.

Figure 10. **Average unemployment rate, in selected EU member states and Norway**

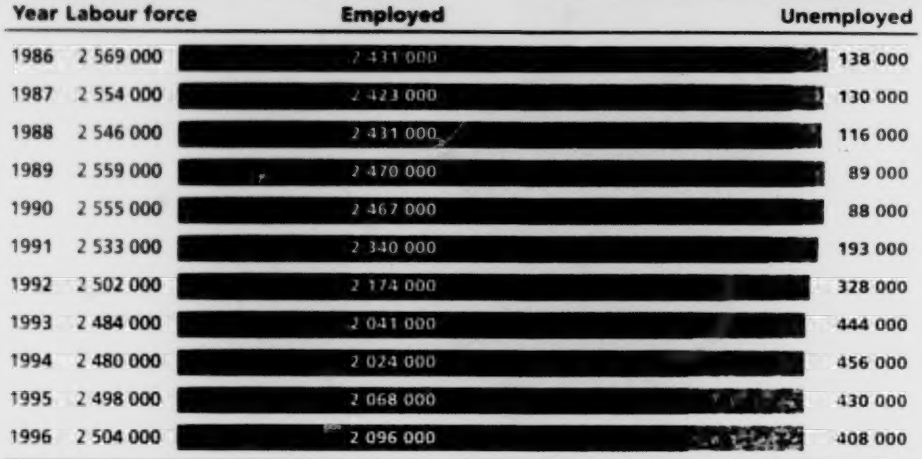


* 1990

* EU figures under 25 in 1991 were not available.

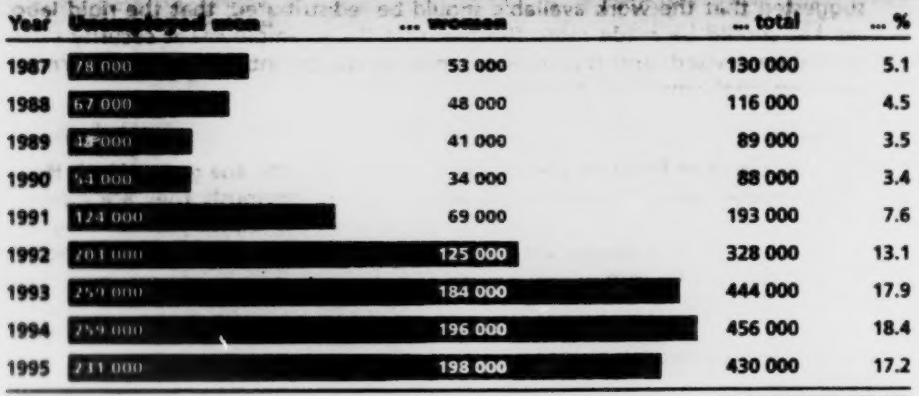
SOURCE **STATISTICS FINLAND**

Figure 11 **Employment in 1986 to 1996**



SOURCE STATISTICS FINLAND

Figure 12 **Mean unemployment by year 1987 to 1995**



SOURCE STATISTICS FINLAND

1.3.11

There has been no decisive improvement in the unemployment situation. It is difficult to know what is going to happen in the future: the changes that have shaken the structures of society have made nonsense of conventional theories on the links between production, productivity and employment. All the indications are that part of the unemployment problem has become a structural problem and therefore needs to be tackled with a new set of tools. Unemployment is highest in the northern and eastern parts of the country: in the provinces of Lapland, Oulu, Central Finland, Kuopio and North Karelia.

Table 9. **Unemployment in the 12 provinces**

Province	Unemployment rate 1990	Unemployment rate 1995
Uusimaa	1.3	13.1
Turku and Pori	3.5	16.9
Häme	3.4	18.5
Kymi	4.4	18.2
Mikkeli	4.1	12.2
North Karelia	7.5	21.9
Kuopio	4.9	20.4
Central Finland	4.7	21.1
Vaasa	3.3	16.2
Oulu	5.4	20.2
Lapland	5.7	24.3
Aland	0.3	4.8
Whole country	**3.4**	**17.2**

* as indicated in para 1.1.8, from 1997 there will only be 6 provinces

SOURCE ***STATISTICS FINLAND***

1.3.12
The government has set itself the target of halving unemployment by 1999. A basic precondition is obviously to ensure continued economic growth. It has also been suggested that the work available should be redistributed; that the rigid labour market should be made more flexible; that the unemployment security system should be revised; and that new schemes should be introduced for alternation between employment and training.

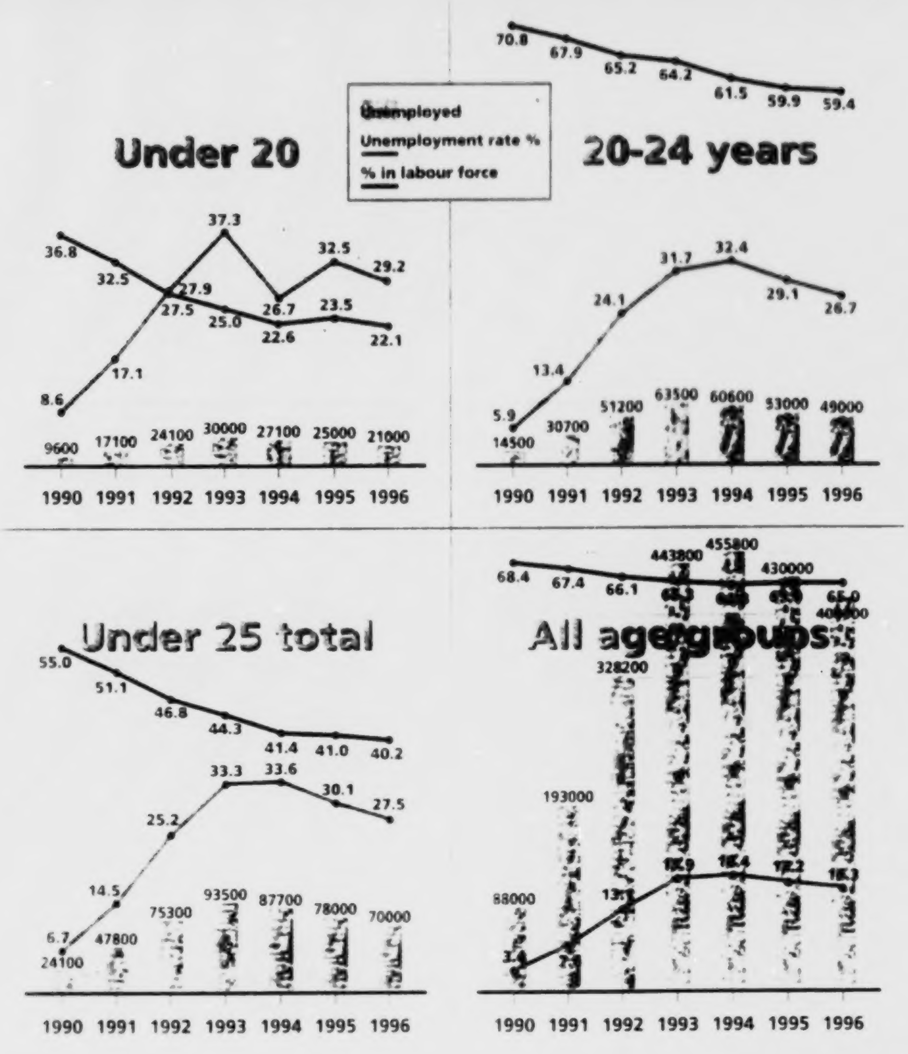
1.3.13
The core group of Finland's present-day labour force is the age group 40-49. Half of these people have no vocational qualifications, so obviously they are a priority concern in the effort to contain the problems of unemployment, long-term unemployment and marginalization. Apprenticeship training is one important strategy as far as this group is concerned.

Long-term unemployment

1.3.14
At year-end 1994 over 27 % of the jobless had been unemployed for more than 12 months (and on this basis classified as long-term unemployed). The majority of these people have no vocational qualifications. Two-thirds or 63 % have no post-compulsory education, 32 % have an upper secondary education. Five per cent of the long-term unemployed have a higher education.

1.3.15
The numbers at risk of total exclusion from the labour market after more than two years of unemployment have increased. At year-end 1994 they numbered 45,200, or 9 % of the total unemployed population. In the age group under 25, there were 1,200 young people at the end of 1994 who had been unemployed for more than

Figure 13. **Youth unemployment and the proportion of young people in the labour force, 1990 to 1996, according to the Labour Force Survey**



STATISTICS FINLAND

BEST COPY AVAILABLE

two years, which is just over 1 % of all young unemployed people. The supply of youth training has been stepped up in an attempt to prevent this problem from getting worse.

Youth unemployment

1.3.16

Traditionally, a good education has been considered to provide a safeguard against unemployment: unemployment rates have always been much lower among people with qualifications than among those without qualifications. However, the youth unemployment problem cannot be resolved by education alone. Since the jobs quite simply do not exist, it is more and more difficult for young people who are leaving school to enter the labour market, even with the right qualifications. Various schemes have been launched to help alleviate the situation. At year-end 1994 a total of some 18,000 young people were employed through these schemes.

1.3.17

During the recession, the number of young people losing their jobs has been somewhat higher among those engaged in temporary jobs and/or with a low level of education. With the sharp decline in the demand for labour, it has become extremely difficult for young people to find their first job. In this situation the number of student places has been increased, helping to reduce the number of young people receiving unemployment benefits. This development is seen from the figure on the previous page.

Chapter II A brief description of the education system and its development

2.1 Historical development

2.1.1

Formal education started in Finland in the 12th century when the country was annexed to Sweden and brought under the influence of the Catholic Church. All education was provided by the church, but only to a small part of the population: it was not until the 17th century that Christian popular education became universally accessible. A network of secondary schools was then created to complement the structures of popular or basic education. Higher education started in 1642 with the founding of the country's first university in Turku, which at the time was the capital of Finland.

2.1.2

The basic structure of the education system remained more or less unchanged until the latter half of the 19th century. In 1868, one year after education was taken out of church control, a separate authority was established to administer the school system. A few years previously it had been decided that state funds would be made available for folk schools. Most of the costs of primary schools had to be met by local municipalities, but even so new schools grew up across the country in the late 19th century. Increasing numbers of secondary schools were also opened, and by the end of the century both secondary and university education was accessible to ever wider circles of the population.

2.1.3

Secondary schools were not the only route for post-elementary education; another option was provided by the private, charity-funded folk high schools that were started in large numbers. Folk high schools later became eligible for government subsidies, especially if they offered vocational training courses. Folk high schools were essentially institutions for general education, although many of them took on characteristics of vocational schools.

2.1.4

The education system that was created in the 1860s saw no major changes for the next 100 years — apart from the continuing increase in the numbers attending school. Legislation on compulsory education was adopted in 1921, stipulating that all children of school age were to complete the primary school syllabus, which in practice meant going to primary school. After primary school the options were to move to vocational or secondary school or to go out to work. Secondary school graduates had the further option of going to university.

2.2 Comprehensive school (peruskoulu) and preschool education

2.2.1

The education system was reformed during the 1960s and 1970s. The comprehensive school system was phased in during 1972-1977 (following the adoption of the relevant legislation in 1968), starting from the north of the country and moving gradually southwards.

2.2.2
Comprehensive school takes nine years to complete. The first six years comprise the lower stage of comprehensive school, the last three the upper stage. Completion of the comprehensive school syllabus constitutes compulsory education, which does not in fact require school attendance, though in practice virtually all children do go to comprehensive school. Each year between 60,000 and 65,000 children start comprehensive school.

2.2.3
Children normally begin school at age seven. Preschool education is provided for the six-year-old on a voluntary basis at day-care centres and at comprehensive schools. Preschool education at day-care centres is subordinated to the Ministry of Social Affairs and Health. The aim of this training is to prepare children for real school and around 59 % of all children aged 6 take advantage of it. Preschool education arranged through comprehensive schools is regulated by the Ministry of Education. However, only 2 % of the age group go to preschool classes outside day-care centres. The education and social welfare authorities have worked closely together in developing the content of preschool education.

2.2.4
Finnish children begin school later than elsewhere in Europe: the only other EU countries where children start when they are seven are Sweden and Denmark. An opinion poll in spring 1995 showed that around 70 % of the working-age population in Finland would not want to see children begin at a younger age. The education authorities have taken the opposite view.

2.2.5
The language of instruction in comprehensive school is Finnish or Swedish. In the home district of the Sami people in northern Finland, instruction may also be given in the indigenous Sami language. Other languages may be used where appropriate.

2.2.6
Comprehensive school is free of charge. The local authorities are required by law to provide comprehensive school education (or the opportunity to complete the equivalent studies) to all children between ages 7 and 15 within their catchment area. The vast majority of the total of some 4,500 comprehensive schools in Finland are maintained by local authorities; the remaining 2 % are privately-owned or state-maintained. There are some 350 comprehensive schools where instruction is given in Swedish.

2.2.7
Policy decisions on the number of teaching hours in different subjects and on language instruction in comprehensive school are made by the Council of State, i.e. the government. The National Board of Education, an expert agency subject to the Ministry of Education, is responsible for drafting the national core curricula for comprehensive schools. The curricula for individual schools are prepared independently, within the guidelines set out, by each municipality.

2.2.8
In sparsely populated areas the aim has been to create such a dense school network that at least the smallest children can go to school as close to home as possible. However, in outlying villages the number of children has declined to such an extent

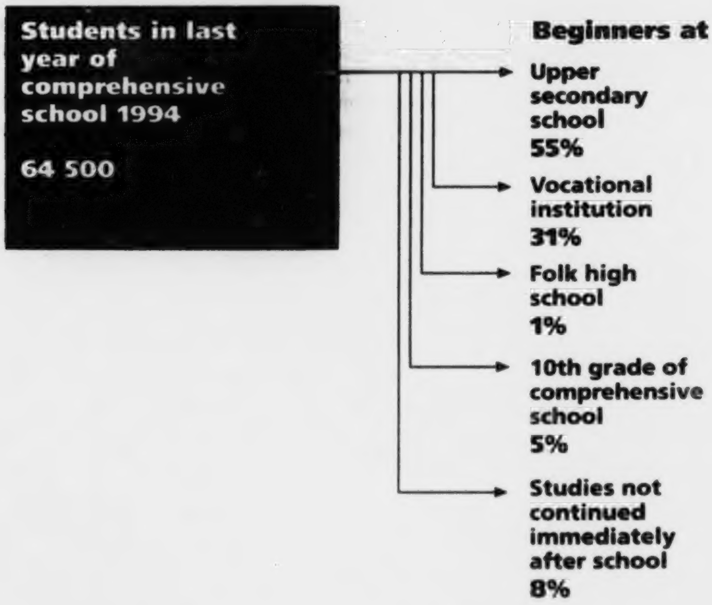
that especially in Northern and Eastern Finland children may have to travel long distances to get to school, at the upper stage of comprehensive school up to 60-70 kilometres.

2.3 Upper secondary education

2.3.1

With comprehensive school completed at about age 16, students can move on to upper secondary school or to vocational training (which is described in more detail in chapter 3). About 90 % continue their studies in upper secondary education, with 55 % opting for general upper secondary school and 31 % for a vocational institution. The figures vary to some extent between different regions. In the Helsinki metropolitan area the numbers continuing in upper secondary education are higher than the national average.

Figure 14. **Comprehensive school leavers in 1994: the next step**


Students in last year of comprehensive school 1994
64 500
Beginners at
Upper secondary school
55%
Vocational institution
31%
Folk high school
1%
10th grade of comprehensive school
5%
Studies not continued immediately after school
8%

2.3.2
There are some 450 daytime upper secondary schools, of which 35 cater to Swedish-speakers. In addition, there are some 50 upper secondary schools for adults. Some upper secondary schools provide specialized instruction in music, art, drama, sports and languages. There are seven upper secondary schools which provide (International Baccalaureat - IB) courses leading to an international matriculation certificate. The vast majority or 92 % of upper secondary schools are maintained by municipalities; 8 % are state-maintained or run privately.

2.3.3
Tuition in upper secondary schools is provided in Finnish or Swedish (and in the Sami home region in the Sami language), and it is mostly free of charge. Decisions on the number of teaching hours in different subjects and on language instruction in upper secondary school are made by the government. The National Board of Education drafts the national core curriculum. Within that framework the owner/mandator of the educational institution formulates its own syllabus.

2.3.4
Upper secondary schools provide a non-vocational general education that prepares students for university studies or higher vocational training. Upper secondary school is based on the comprehensive school syllabus. Under the provisions of the Upper Secondary School Act, schooling can now be arranged on a modular non-yearclass basis, usually taking 2-4 years. Over 90 % of the students complete upper secondary school within three years. Some courses can be completed (as in university) by taking the required examinations, without having to attend classes. The upper secondary school terminates in the national matriculation examination, which confers general eligibility for further studies. Each year some 30,000 students take the matriculation examination.

2.3.5
From upper secondary school, students move on to either university or vocational training. One-third opt for the former, two-thirds for the latter. University can also be reached via vocational training — this also applies to those who have entered vocational education and training via comprehensive school. However, over 95 % of the new university entrants each year are students who have matriculated through the upper secondary school system.

2.4 Tertiary level education

2.4.1

Tertiary education is divided into the university and non-university sector. The non-university sector is represented by polytechnics, recently renamed as AMK institutions (see para 3.2.6). The university sector includes 20 institutions of higher education, which have a total student population of 131,000. Universities are state-funded institutions. They come under the authority of the Ministry of Education, but enjoy quite extensive autonomy. Universities offer graduate and postgraduate degrees, and also engage in research work.

2.4.2

The 1970s saw a sharp increase in the number of universities. At the same time, the network of universities spread out to cover the whole country: decentralization and equality of opportunity among the different regions were an important consideration within the commitment to expanding tertiary education.

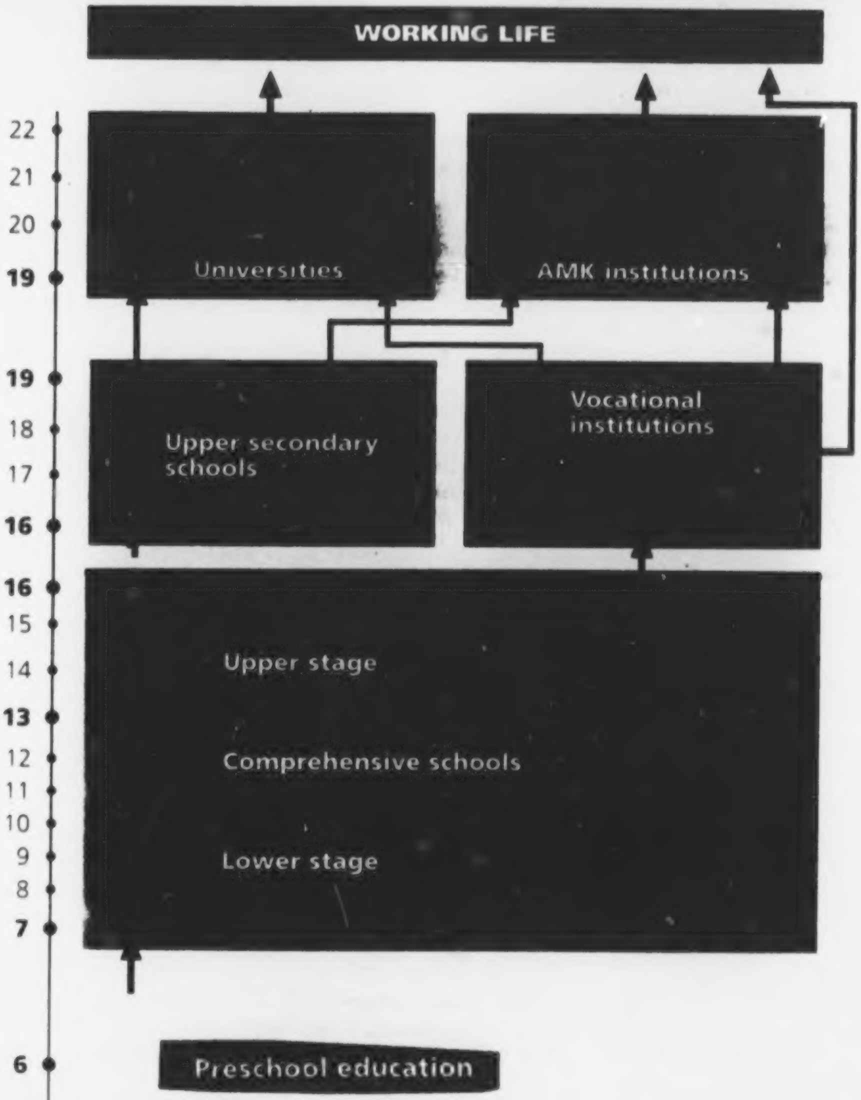
2.4.3

Ten of Finland's institutions of higher education are traditional, multidisciplinary universities; the other 10 specialize in the fields of economics and business administration, technology, architecture, veterinary medicine and various arts. Traditionally there is a very close link between research and education at universities.

2.4.4

A syllabus reform was set in motion in Finnish universities in 1994. A new bipartite qualifications structure will be progressively introduced in virtually all fields of study, comprising the lower academic degree (equivalent to the Bachelor's degree) and the higher academic degree (the Master's degree). The postgraduate degrees of licentiate and doctor will not be affected.

Figure 15. **Overview of the Finnish education system (as planned in 1995 reform)**


WORKING LIFE
22
21
20
19
Universities
AMK institutions
19
18
17
16
Upper secondary schools
Vocational institutions
16
15
14
13
12
11
10
9
8
7
Upper stage
Comprehensive schools
Lower stage
6
Preschool education

SOURCE **NATIONAL BOARDOF EDUCATION**

Figure 16. The development of education and vocational training in Finland

1939	Vocational School Act
1958	Amendment to the Vocational School Act
1959	
1964	
1965	National Board of Vocational Education Act
1965	Act on Vocational Training Courses for the Promotion of Employment
1966	
1967	Act on Vocational Qualifications
1967	Apprenticeship Training Act
1968	
1974	
1975	Act on the Promotion of Vocational Education and Training in Developing Areas
1976	Labour Market Training Act
1977	
1978	Upper Secondary Education Reform Act
1979	
1982	
1983	Act on the Financing of Vocational Institutions
1984	
1985	
1986	Act on Social Benefits for Vocational Institutions
1987	Act on Vocational Institutions
1988	
1989	
1990	Vocational Adult Education Centres Act
1990	Employment Training Act
1990	Vocational Teacher Training Act
1991	Act on Initial Vocational Training and AMK Institutions Experiment
1992	Act on Financing for Education and Culture
1992	Act on Apprenticeship Training
1992	Adult Education Centre Act
1993	Act on Folk High Schools Receiving State Subsidies
1993	Study Centre Act
1994	Vocational Qualifications Act
1994	Act on General Language Proficiency Tests
1994	Study Allowance Act
1995	Act on Studies at AMK Institutions
1996	Act on Financing Additional Vocational Training

SOURCE ***NATIONAL BOARD OF EDUCATION***

Chapter III The vocational education and training system

3.1 Historical development of vocational education and training

Early history

3.1.1
Vocational education and training was virtually non-existent in Finland before the 19th century. Training programmes were arranged here and there to meet the needs of early manufacturing industries, but for the most part people learned their trade by picking up the necessary skills on the job. This situation was partly due to the absence of any rigid division of labour. Vocational training in craft skills was organized through master craftsmen: their apprentices would eventually themselves become masters once they had satisfactorily completed the full term of training.

3.1.2
The first step towards organized vocational education and training in Finland was taken in 1752 with the founding of a spinning school. The earliest vocational schools were mainly oriented to general education rather than teaching vocational skills. It was not until the 19th century that the first institutions exclusively dedicated to vocational training began to appear. The main force behind this change was the differentiation of the industrial structure.

3.1.3
Freedom of trade was instituted in 1879 through legislation that also stripped the craftsmen of their control over professional and industrial training. New trade and industrial schools began to spring up in response to the growing need for industrial labour. The first vocational institutions were the Sunday schools for apprentices in craft industries, the school of commerce (1838) and the school of agriculture (1840).

3.1.4
The first statute concerning vocational education and training was the 1842 decree on the training of craftsmen, but otherwise there was very little legislation before the early 20th century. The act on apprenticeship training, for instance, entered into force in the 1920s. During the inter-war period there was again very little legislative development. The Vocational School Act was adopted in 1939, defining vocational schools as educational institutions eligible for state support. This was a very significant step forward in the development of vocational education and training, although the outbreak of war in the same year very much undermined its practical impact.

Developments since 1945

3.1.5
After the war a more systematic approach was adopted to the development of vocational education and training. Importantly, training programmes for individual branches were now tailored to their specific needs (and to the needs of the profession). However, tailored programmes obviously meant less overall coherence: the duration and levels of training in different branches were now completely different.

3.1.6

Vocational education and training expanded during the 1960s. An important boost was provided by an act passed in 1958 according to which all municipalities across the country were required to provide at least one vocational training place per 1,000 population. The growth of vocational education and training during the 1960s is also reflected in the founding in 1966 of a separate administrative agency under the Ministry of Education. Responsibility for the development of vocational education and training was now to be assumed by the National Board of Vocational Education (as a counterpart to the National Board of General Education). Within the system of regional government, school divisions were later set up under provincial state offices to assume responsibility for both vocational and general education.

The reform of vocational education and training in the 1970s and 1980s

3.1.7

People with specific skills for specific jobs were what the labour market required for the most part of the 1960s. Equipped with their special qualifications, skilled workers could quite easily move to work for another employer in the same line of production. However, if the structure or methods of production were to change there was no safety net at all. The system of vocational education and training was based on assumptions of slow technological development.

3.1.8

The production structure and production technology did of course begin to change in the late 1960s and 1970s; the challenge now was to adapt. The vocational education and training system was upgraded with a view to providing students with a broader range of skills and competencies. Rather than teaching them how to cope in specific industrial processes (which would soon have been outdated in any case), the aim was to develop skills applicable to as wide a variety of occupations as possible. The elements of general education were also increased. The Upper Secondary Education Reform Act aimed at further developing vocational education and training, entered into force in 1978.

3.1.9

The reform of vocational education and training was carried out for the most part during the early 1980s. The separate curricula were brought together and reduced to more coherent basic programmes. Vocational training based on a comprehensive school leaving certificate was organized into 26 basic programmes of broad scope. These were further divided into 260 specialization programmes, incorporating a one-year foundation course common to all students.

3.1.10

The purpose of the foundation course was to make it easier for students to choose what they wanted: at this stage they had not yet committed themselves to any level of training (secondary/tertiary level) or any specialization leading to a specific occupation, only to a field of study. The broader scope of training and the increased role of general education were aimed at providing individuals with the skills they needed to cope as members of the community and to impart the competence they needed for continuing studies.

3.1.11
The reform also laid down the basic parameters for general planning and resource allocation in vocational education and training. Decisions on the quantity, structure and regional distribution of education on a national scale were to be made by the government. The supply of vocational training was to be adjusted according to the current needs of the labour market and society at large, and also according to the preferences of students. At the same time, the reform aimed at opening up channels of education so that in principle, after each completed level of study, students could always move up to the next level. This planning was carried out by an advisory council under the Ministry of Education, with labour market organizations playing an important and active role. A central objective during the 1980s was to increase the availability and the appeal of vocational education and training.

Goals and values of vocational education and training

3.1.12
One of the main objectives of Finnish education policy in recent decades has been to offer equal educational opportunities to all people, irrespective of place of residence, financial position, native tongue or gender. This objective has been met at least in the sense that the network of educational institutions now covers the whole country and that the number of student places available corresponds to the demand.

3.1.13
The development of vocational education and training has been guided by different sets of values during different decades. In the 1970s the key values were equality, providing a broad general education and developing ethical standards. In the late 1980s the goals of education were re-evaluated: special importance was placed on individuality and freedom of choice, which were expected to guarantee success in an increasingly competitive economic environment. Economic values were more and more closely integrated into vocational education and training. During the 1980s the principal considerations were to meet the changing needs and requirements of the labour market and to strengthen Finland's international competitiveness.

Combination studies at the upper secondary level: a pilot project

3.1.14
In the late 1980s a priority objective was to give all young people the opportunity to combine courses in general education with vocational courses according to their individual interests. A pilot project was launched on this basis in 1991 and is still under way. The experiment involves vocational institutions and upper secondary schools, which together offer a range of courses from which students can pick individual combinations. The purpose of the project is to create a more flexible system with lower barriers between general education and vocational training.

3.1.15
The idea of the experiment is thus that students in upper secondary school can incorporate courses from some other upper secondary school or vocational institution into their individual study programmes; and vice versa. These mixed programmes lead to a combination studies diploma, representing an alternative to the matriculation examination or initial vocational qualifications. All three certificates render eligibility for further studies at the tertiary level.

3.1.16

The results of the pilot project were evaluated in 1995. The combination studies diploma created alongside the matriculation examination and initial vocational qualifications does not seem to have gained very much popularity; virtually all students preferred to opt either for the matriculation examination or for studies leading to vocational qualifications. On the other hand, almost one-third or 29 % of all students who completed upper secondary school took advantage of the opportunity to pick courses from other institutions; among those completing vocational qualifications the corresponding figure was 36 %.

AMK institutions (ammattikorkeakoulu)

3.1.17

In the late 1980s there was growing recognition of the need to raise the standards of post-secondary vocational education and training, to have training programmes that would better meet the changing needs and requirements of the labour market, to create new educational pathways, and to have closer control over student flows. The response was to set up a new structure alongside the traditional multi-faculty university – the AMK institutions (formerly known as polytechnics), which corresponds to the German *Fachhochschule*.

3.1.18

The AMK experiment was launched in 1991. Aimed at creating a network of multidisciplinary institutions, the experiment comprised 22 polytechnics, which were formed by combining 85 vocational institutions. An evaluation was carried out in 1995, and on August 1, 1996 permanent charters were granted to nine AMK institutions. The remaining institutions continue to operate under temporary charters, but the goal is to set up a total of some 30 permanent AMK institutions (for more details, see para 3.2.6 below).

Adult education

3.1.19

The origins of adult education in Finland date back more than one hundred years. Traditionally, adult education has aimed at providing basic vocational training and general education to men and women who for whatever reason have not obtained comprehensive education. Legislation on adult education has been developed in response to the changing educational needs in the labour market as well as among citizens.

3.1.20

Adult education is traditionally divided into two main lines: non-vocational and vocational. Non-vocational, or general, adult education and liberal education expanded rapidly until the 1970s. The emphasis then shifted towards the development of vocational adult education and training, but general adult education continues to play an important role in promoting labour market skills as well as leisure activities.

3.1.21
Employment training is a part of vocational adult education and training. Until the 1960s employment was mainly promoted through state-subsidized relief works. In the 1970s these were dropped in favour of active labour market training and in 1991 in favour of employment training (for more details see para 3.3.3.29).

3.1.22
In the 1980s adult education was defined as a priority area within the education system in accordance with the principle of life-long learning. In vocational adult education the market mechanism was also introduced in steering and financing procedures: education organizations were made to compete with each other in marketing education services. One of the objects of this market-oriented adult education policy was to follow as closely as possible the changing needs of the labour market. At the same time, the supply model of education was replaced by a demand model.

3.1.23
In the late 1980s the system of vocational adult education attached increasing importance to obtaining certificates, and therefore that system was integrated more closely with secondary vocational education and training. At the same time their curricula were harmonized so that studies completed in different forms of training could be flexibly combined towards a qualification.

3.1.24
This trend towards obtaining certificates was further strengthened by the 1994 Vocational Qualifications Act, which replaced the 1967 Act and introduced proficiency tests for adults, i.e. those over 25. The three levels of adult vocational qualification, initial vocational qualification, further vocational qualification and specialist vocational qualification (see chapter 3.3.2), could now be completed regardless of how the necessary professional skills had been acquired. The present qualifications system can be described as follows:

Figure 17. **Qualifications system**

WORKING LIFE

TERTIARY EDUCATION	**University degrees** 120-160 credits	**AMK qualifications** 120-160 credits	**Post-secondary vocational qualifications** 80-160 credits
ADULT EDUCATION			**Specialist vocational qualifications** **Further vocational qualifications**
SECONDARY EDUCATION	**Upper secondary school studies Matriculation** 120 credits	**Initial vocational qualifications (young people)** 80-120 credits	**Initial vocational qualifications (adults)**

COMPREHENSIVE SCHOOL
9 years

Administration

3.1.25

Until the 1970s the administration of vocational education and training was divided among several ministries and central administrative agencies. This meant that the structures and features of different sectors and their institutions were often quite dissimilar to each other. In 1966 one section of the Ministry of Trade and Industry was reorganized as the National Board of Vocational Education; two years later the board was subordinated to the Ministry of Education. At the same time its responsibilities were expanded to include several fields of vocational education and training that had formerly been under other ministries and central administrative agencies. The streamlining of administrative structures also led to a streamlining of educational structures.

3.1.26

Until the 1990s the administrative boundary-line between vocational and general education in both central and regional government was fairly strict and rigid (witness the co-existence of the National Board of General Education and the National Board of Vocational Education). The boundary line was most clearly evident in the development of adult education.

3.1.27

As far as students are concerned, it has always been fairly easy to move across from vocational training to general education and vice versa. The above-mentioned pilot projects (the youth-level experiment and AMK institutions) have further facilitated this interchange and offered students even greater freedom of choice. Within state administration this development has been furthered by the creation in 1991 of a single administrative structure — the National Board of Education — to take responsibility for both vocational and general education, which were formerly under separate administrative agencies.

Legislation

3.1.28

Most of the legislation on vocational education and training is relatively recent. In addition to the laws enacted by parliament, vocational education and training is governed by decrees issued by the government and by decisions made by the Ministry of Education, which provide more detailed instructions on the practical application of laws.

3.1.29

The most important statutes in the field of vocational education and training are recorded in the Act on Vocational Institutions (487/1987), the Act on Studies at AMK Institutions (255/1995) and the Act on Vocational Adult Education Centres (760/1990). Certification based on proficiency tests is governed by the Act on Vocational Qualifications (306/1994) and the Act on General Language Proficiency Tests (668/1994). In addition, there is separate legislation on the administration, planning and financing of education.

3.1.30

Recently, however, there has been a clear trend away from legislation focusing on specific categories of institutions and towards legislation governing the general framework of education. To this end, the government appointed a committee in 1995 to harmonize existing legislation from preschool to university education. The committee published its report in April 1996. It suggested that the extensive corpus of institutional laws be replaced by legislation based primarily on the goals of education and training, the contents of education, educational levels as well as the rights and obligations of students. The legislative reform is currently under preparation.

3.2 Initial vocational education and training

3.2.1 Introduction

3.2.1.1

The Finnish system of vocational education and training is currently being reformed. Until 1995 vocational education and training led to the same qualification whether preceded by the comprehensive school leaving certificate (9 years of schooling), or the matriculation examination (12 years of schooling). The programmes based on the matriculation examination were one year shorter than those based on comprehensive school; in practice this meant that matriculated students were not required to take the first-year foundation courses. Both groups of students, however, could proceed to secondary and higher vocational qualifications.

3.2.1.2

The education structure was revised in 1995 so that the main route to secondary vocational training is now through comprehensive school, thus creating a sequential system. In other words, upper secondary vocational training is an alternative to upper secondary general education, i.e. upper secondary school. Upon completion of upper secondary education, whether vocational or general, the student can move on to tertiary level education. Vocational higher education can thus no longer be reached directly from comprehensive school.

3.2.1.3

Higher vocational qualifications have traditionally been called post-secondary qualifications. Post-secondary qualifications are now being replaced by AMK qualifications.

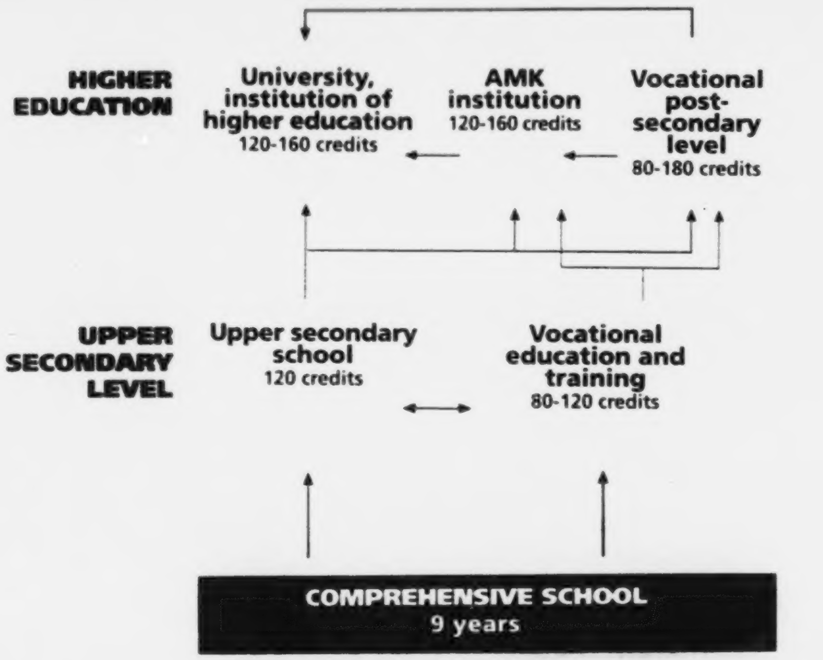
3.2.1.4

The content of vocational qualifications is also changing. The new structure will no longer include the division into basic programmes. The reform was carried out at the upper secondary vocational level in 1995; at the post-secondary level the changes took effect from 1996. Previously vocational education and training comprised 26 basic programmes leading to over 260 qualifications. The number of qualifications will be reduced to 130, but education in each programme will cover a broader scope than previously. At the upper secondary level, the number of qualifications will be 77. The reform is primarily aimed at meeting the challenges presented by the rapid changes in qualification requirements on the job market, technological development, changes in work organizations, internationalization and the high levels of unemployment. The reform also hopes to give students a wider range of choices by increasing the availability of optional and elective studies.

3.2.1.5

Apprenticeship training has been used above all in adult education, but it is now clearly increasing as a form of training for young people as well. Apprenticeship training for adults shall also be further increased. Apprenticeship training is described in section 3.3.3, which also looks more closely at employment training for young people.

Figure 18. **Education structures and pathways for young people**


HIGHER EDUCATION
University, institution of higher education
120-160 credits
AMK institution
120-160 credits
Vocational post-secondary level
80-180 credits
UPPER SECONDARY LEVEL
Upper secondary school
120 credits
Vocational education and training
80-120 credits
COMPREHENSIVE SCHOOL
9 years

SOURCE NATIONAL BOARD OF EDUCATION

3.2.2 Sectors of training and fields of study

3.2.2.1

Vocational training is divided into sectors, which break down into fields of study and further into qualifications. Each field of study comprises both upper secondary and tertiary level qualifications. The biggest fields of study in terms of student numbers are those of technology, administration and commerce, and social and health care services.

3.2.2.2

Sectors of training and fields of study in vocational education and training are as follows

RENEWABLE NATURAL RESOURCES SECTOR
agriculture
horticulture
fishery
forestry
other primary industries

TECHNOLOGY AND TRANSPORT SECTOR
textiles and clothing
graphics technology
machinery and metal technology
heating and ventilation
vehicles and transportation
electrical engineering
construction technology
land survey technology
wood industry
surface treatment
paper and chemical industry
food industry
seafaring
other technology and transportation

ADMINISTRATION AND COMMERCE SECTOR
business and administration

HOTEL, CATERING AND HOME ECONOMICS SECTOR
hotel, restaurant and catering
home economics and cleaning services

SOCIAL AND HEALTH CARE SERVICES SECTOR
social and health care services
beauty care

CULTURE SECTOR
crafts and design
communications and visual arts
theatre and dance
music

HUMANIST AND TEACHING SECTOR
leisure activities
physical education

3.2.3 Qualifications

3.2.3.1

Vocational qualifications comprise basic qualifications in different fields of study at upper secondary and post-secondary level and AMK qualifications. In order to gain entrance to a higher vocational or AMK institution, students must first complete upper secondary studies or basic vocational qualifications, the upper secondary (general) school syllabus or combination studies (see para 3.1.14 above). As students proceed from one level of training to the next, they are given credit for previous studies, i.e. they are not required to take courses they have completed at earlier stages.

3.2.3.2

Initial qualifications confer general eligibility for further studies at post-secondary level. This means that upon completion of basic qualifications, students can change to a different field of study. The only exception is beauty care, where entrance to post-secondary education requires initial qualifications in the same field of study. Post-secondary and AMK qualifications again render general eligibility for further studies, i.e. students completing qualifications at this level can move on to AMK institutions in other sectors or to universities.

3.2.3.3

The basic unit (in terms of both structure and content) of studies leading to qualifications is the study module. Study modules are designed on the basis of occupational requirements. Studies leading to initial qualifications include common core studies as well as elective and optional study modules. Students can pick optional study modules from their own field of study, from other fields of study or from non-vocational general subjects. Optional studies may also include studies abroad or practical training.

3.2.3.4

The length of studies required for the completion of qualifications is defined in terms of credit units. One school year comprises 40 credits or weeks of study, each representing about 40 hours of student work. Secondary level qualifications require between 80 and 120 credits (2-3 years of full-time study). Post-secondary qualifications require 80-180 credits. Students who have completed initial qualifications will be credited 20-60 study weeks if they move on to post-secondary studies in the same field, which means the student's personal study schedule will be shortened. Students are also given credit for other earlier studies in so far as these have similar objectives.

3.2.4 Upper secondary qualifications

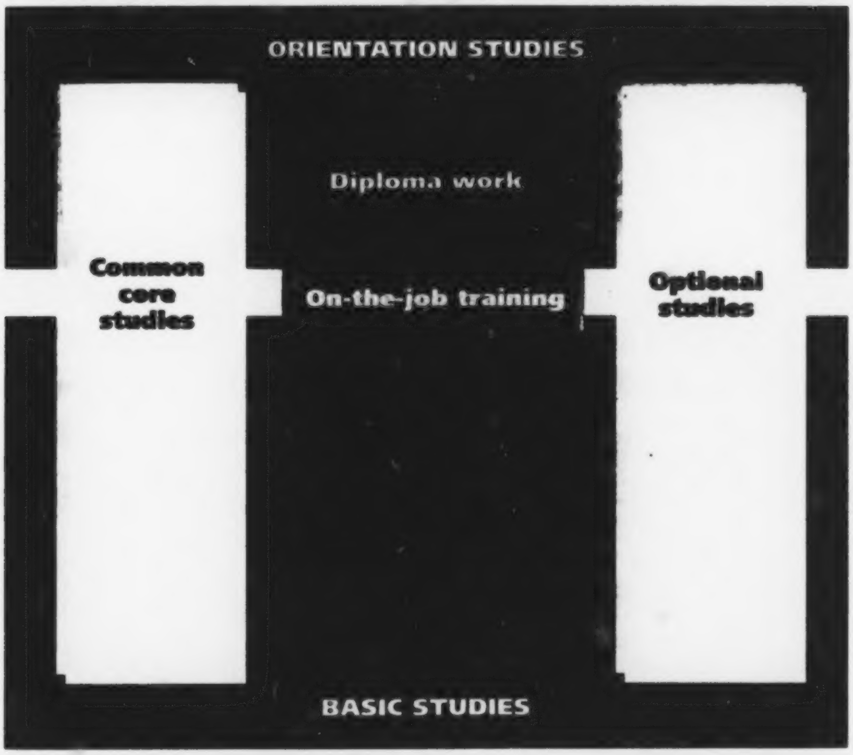
3.2.4.1

Qualifications completed at the upper secondary level provide the skills required mainly in shopfloor jobs. The aim is to provide a broad-ranging training which combines good professional skills and a solid general education. The purpose is that young people can rely on their competence to cope with the wide range of tasks in their field, to find a job in the increasingly competitive labour market and to qualify for further studies. A broad vocational education helps people to adapt flexibly to changing circumstances and to upgrade their skills according to changing job tasks. Education promotes the individual growth and development of young people. As well as teaching the essential skills of learning; education also promotes independent initiative and entrepreneurship.

3.2.4.2

Basic vocational qualifications at the upper secondary level are intended primarily for students who have completed comprehensive school. Basic qualifications require 80-120 credits (2-3 years). They comprise basic studies that are common to the whole field of study, elective orientation studies, common core studies and optional studies.

Figure 19. **Vocational qualifications 80-120 credits**



Example

For instance, the studies leading to the basic vocational qualification in horticulture (80 credits) under the renewable natural resources sector comprise 26 credit units of basic studies, 28 credits of orientation studies, 20 credits of general studies and 6 credits of optional studies. Students are also required to complete a diploma project as well as supervised practical training (20 credits), which can be scheduled as required by the educational institution.

Figure 20. **Vocational qualification in horticulture: structure of studies**

ORIENTATION STUDIES
28 CREDITS

Horticultural cultivation 5-8/15-18 credits

Construction and maintenance of green areas 5-8/15-18 credits

Horticultural marketing 5-8/15-18 credits

Horticultural technology 5-8 credits

Common core studies
20 credits

Other optional studies 5-8 credits
- **orientation**
- **general education**
- **preparation for further vocational qualifications**

Optional studies
6 credits

BASIC STUDIES
26 CREDITS

Plants and plant communities 8-10 credits

Regulation of growth factors 8-10

Horticulture production 8-10 credits

3.2.4.3

In all fields of study general studies amount to 20 credits. Basic studies comprise the common core of the occupational field as well as basic skills. Orientation studies include subjects aimed at specialization. Optional studies may be completed at any educational institution.

3.2.4.4

Vocational training includes both theoretical and practical training at school and on-the-job instruction. Each course qualification includes a diploma project which brings together different aspects. The project may be in the form of a written thesis, a report, or a product development assignment. It can be done independently or in a group.

3.2.4.5

The Ministry of Education determines the number and structure of basic vocational programmes and qualifications in accordance with the provisions laid down by the government in the education development plan and decrees concerning the duration of training. In all sectors and fields of study vocational education and training is offered at both the upper secondary and post-secondary level. These qualifications are reviewed and up-dated or a continuous basis. Annex 5 contains the list of the 77 basic vocational qualifications at the secondary level on offer in December 1996.

3.2.5 Post-secondary qualifications

3.2.5.1

The objective of post-secondary vocational education and training is to provide students with broad practical skills as well as a solid understanding of the underlying theoretical substance. Graduates will be qualified to work in various expert, managerial, planning and administrative positions. The post-secondary level in its present form will be scrapped by the year 2000. By that time the bulk of post-secondary education will have been reorganized under AMK institutions.

3.2.5.2

In the old structure it was possible for students with a comprehensive school background to gain entrance to post-secondary training (see 3.2.1.1 above), but since 1 August 1996 eligibility has been restricted to students who have taken the matriculation examination (i.e. have completed general secondary education) or who have completed upper secondary vocational qualifications. Post-secondary qualifications confer general eligibility for further studies, i.e. students completing qualifications at this level can move on to AMK institutions in other sectors or to universities.

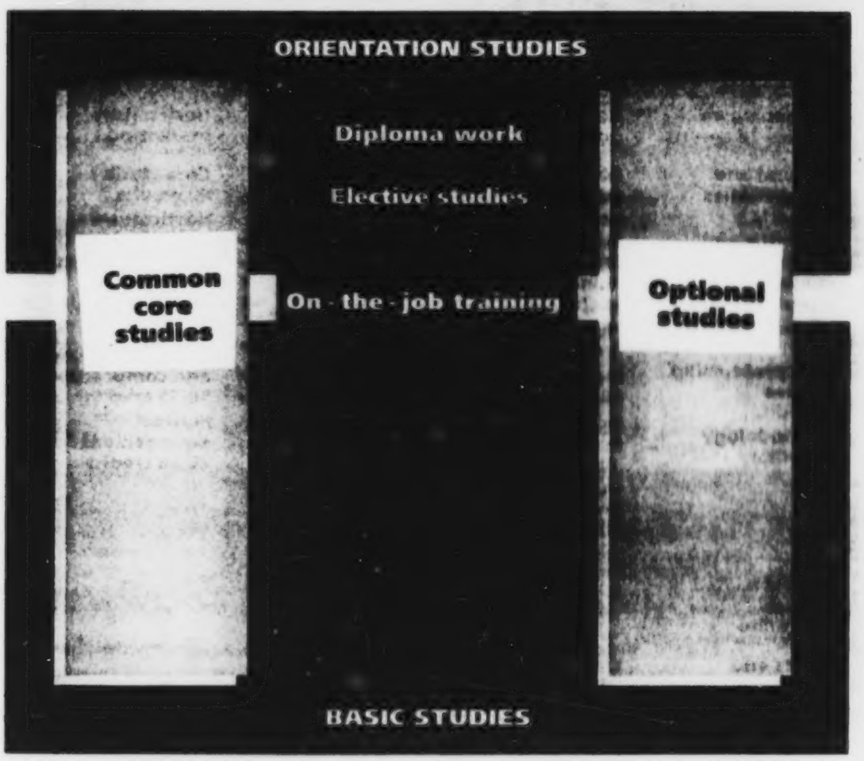
3.2.5.3

Studies leading to post-secondary qualifications comprise basic studies that are common to the whole field of study, vocational studies and optional studies. As in the case of basic vocational qualifications, the basic unit of study is the study module. Certification requirements are measured in credit units. Post-secondary qualifications require 80-180 credits, i.e. 2-4.5 years of full-time study.

3.2.5.4

The general structure of post-secondary vocational qualifications is as follows:

Figure 21. **Post secondary qualifications (80-180 credits)**


ORIENTATION STUDIES
Diploma work
Elective studies
Common core studies
On - the - job training
Optional studies
BASIC STUDIES

Example

Figure 22 **Diploma in horticulture** (140 credits)

Basic studies 47 credits	**Orientation studies** 83 credits		
Common core studies 16 credits	**Horticulture production**	**Environmental horticulture**	**Horticultural marketing**
Cultural and social studies 4 credits **Scientific and technological studies** 4 credits **Labour market and entrepreneurship studies** 4 credits **Methodology** 4 credits	**Core studies** 40 credits **Horticulture production and production management** 15-30 credits *Plus one of the following* **Plant production** 10-15 credits **Greenhouse production** 10-15 credits **Outdoor production** 10-15 credits	**Core studies** 40 credits **Environmental horticulture and production management** 15-30 credits *Plus one of the following* **Landscape architecture** 10-15 credits **Environmental planning** 20-25 credits **Maintenance of green areas** 10-15 credits	**Core studies** 40 credits **Horticulture marketing and entrepreneurship** 10-25 credits *Plus one of the following* **Spatial planning and composition** 10-15 credits **Flower arrangement** 20-30 credits
Subject related studies 31 credits			
Plants and ecosystem 8-12 credits **Regulation of growth factors** 8-12 credits **Horticultural entrepreneurship** 8-12 credits	**Elective studies** 10-30 credits **Line-specific studies** 10-30 credits **Marketing** 10-15 credits **Interior landscaping** 5-10 credits **Product development and breeding** 5-10 credits		
Optional studies 10 credits			

3.2.5.5

Basic studies are common to all programmes, providing students with basic vocational skills. Orientation studies include studies specific to the field of study as well as other elective studies applicable to the field, some of which may be from a field other than the student's own field of specialization. Studies leading to certain qualifications include specified orientation options that the educational institution can elect to include in its syllabus (and the student in his/her individual study programme). Optional studies, on the other hand, can be freely selected by students from amongst the courses offered not only by their own school but also other institutions. These may include studies completed abroad. The proficiency requirements of optional studies are at least the same as in other post-secondary studies. All qualifications include on-the-job training and a diploma project. A list of the post-secondary qualifications available can be found in Annex 5.

3.2.6 AMK qualifications

3.2.6.1

The first of the permanent charters granted to AMK institutions came into effect on August 1, 1996. One of the main objectives of the new structure is to raise the standards of vocational education and training. This will be achieved by reorganizing either part or all of the education that formerly came under the vocational post-secondary level as an independent structure of higher education alongside universities, creating a non-university sector within the system of higher education. Compared with traditional academic degrees, AMK qualifications are clearly more occupation-oriented. AMK graduates will be qualified to work in various planning, development and managerial positions.

3.2.6.2

Most AMK institutions are multidisciplinary and training programmes can combine courses from several fields of study. AMK institutions also offer opportunities for applied research.

3.2.6.3

Education offered by AMK institutions is organized into training programmes, which may differ between individual institutions. The extent of the training programmes varies between 140-160 credits. They consist of basic studies, professional studies, practical training and an end-of-programme project. Training lasts from 3 to 4.5 years.

3.2.6.4

Qualifications completed at AMK institutions are academic qualifications. Graduates are entitled to use the abbreviation AMK diploma (AMK tutkinto) to show their qualification. A list of AMK diplomas can be found in annex 5.

3.2.7 Curricula

3.2.7.1

The curriculum system in vocational education and training consists of the national core curriculum, the curricula adopted by individual educational institutions and personal study programmes.

3.2.7.2

The national core curricula for different qualifications are approved by the National Board of Education. They are drawn up in close consultation with employers and employees representing different sectors, other experts and representatives from commerce and industry, teachers and students. The national core curricula lay down a uniform set of requirements for general education and occupational skills and provide descriptions of different education sectors and their future prospects. Their purpose is to provide general directions for development efforts within educational institutions and for the reform of learning methods and culture.

3.2.7.3

The national core curricula provide a broad framework within which educational institutions formulate their own syllabi. In doing this they can take into account local needs, and they are also free to choose the way they want to organize their programmes. The purpose is that educational institutions in the same area work together so that students can incorporate into their personal programmes study modules from the course offerings of other sectors and upper secondary schools.

3.2.7.4
The planning of individual study programmes is facilitated in various ways. Students are given credit for previous studies, which shortens study times and eliminates unnecessary overlap. The modular organization of education increases students' freedom of choice: diplomas and degrees are made up of modules that students can (within certain limits) freely combine into their studies and students can (again within limits) decide how they want to complete the courses.

3.2.7.5
The modular organization also means that it is easy for students to upgrade their qualifications. Studies are no longer organized within a rigid frame of yearclasses, but students are given a certain amount of latitude to decide in what order and at what pace they want to go ahead. They can select optional studies from the offering not only of their own school but also other vocational institutions and upper secondary school. This also makes it easier for students to complete upper secondary vocational qualifications and the matriculation examination at the same time, which will confer a general eligibility for further studies.

3.2.7.6
Individual study schedules are planned in close consultation with teachers. Within that framework students are largely free to decide when, how and in what order they wish to proceed with their studies.

3.2.7.7
Instead of the traditional division into yearclasses, students follow their individual study schedules and are divided into groups based on their level of achievement. Teaching may be arranged flexibly, e.g. during evenings or weekends and throughout the year.

3.2.7.8
In the absence of yearclasses it is essential that study counselling is readily available: as students no longer belong to any specific class, the planning of individual study schedules may be difficult.

3.2.7.9
The requirements that students must meet in order to proceed to the next stage of their studies (for instance, the completion of certain foundation courses before orientation studies) are set out in the curricula and in programme books. The time required to complete qualifications will depend on the student's choices and earlier studies. The courses that students have selected and their orientation are entered in their study schedules. Students are given credit for previous studies and practical work experience.

3.2.7.10
Post-compulsory vocational training at the upper secondary level comprises 20 credits of general education. Compulsory studies amount to 12 credit units, including the following:

- mother tongue and communications
- second domestic language (Finnish or Swedish) and foreign language
- mathematics
- society and the labour market
- physical education and health studies

3.2.7.11
In addition, students are required to select subjects equivalent to 8 credit units from the following three categories: mathematics and science, arts and society, culture, philosophy and ethics. Elective courses are integrated into vocational studies in accordance with the aspects stressed within the field of study concerned.

3.2.7.12
At post-secondary level common core studies include the following compulsory subjects, which (depending on the length of the qualification) comprise 10-20 credits:

- science and technology
- the labour market and entrepreneurship
- culture and society
- methodology

3.2.7.13
Students who have completed basic vocational qualifications, but have not taken the matriculation examination, must additionally take courses equivalent to 13 credit units from the following subjects:

- mother tongue
- second domestic language
- foreign language
- mathematics

3.2.7.14
There are certain common topical themes that cut across studies in all fields. These include environmental studies and sustainable development, internationalization, technological development, entrepreneurship, service and consumer education, occupational health and safety, and equality.

3.2.8 On-the-job training

3.2.8.1
In addition to simulated work at school, there is also compulsory on-the-job training. Courses are designed in close consultation with employers and other interest groups, and student performance is assessed in the same way as other study modules. On-the-job training also aims to promote the employment prospects of students.

3.2.8.2

On-the-job training may be organized in a single stretch, or it may alternate with periods at school. The educational institution must make sure that the training is compatible with the study programme and that appropriate instruction and supervision is available at the workplace.

3.2.8.3

On-the-job training may take place before commencing school, during the school year or summer holidays, or after completion of other studies. Diploma projects may be integrated with on-the-job training. On-the-job training abroad is encouraged and supported.

3.2.9 Student assessment

3.2.9.1

Upon completion of a secondary or a post-secondary vocational level qualification, students are awarded a certificate which specifies the qualification and the study modules completed as well as their grades.

3.2.9.2

Student assessment is based on the following grades: excellent (5), good (4-3) and satisfactory (2-1). If the student fails to reach the pass mark in any given subject, no grade will be indicated in the certificate (although attendance will). In order to obtain a certificate, the student must have passed all the study modules belonging to the programme with at least the grade satisfactory. Students failing to obtain a grade in any given course or wishing to raise their grades may be permitted to retake the exam. The grades are given by teaching staff.

3.2.9.3

Students are entitled to inquire of their teacher the reasons for any assessment. Students not satisfied with a decision about a grade can appeal to the teacher concerned or, in the case of a grade entered in their certificate, to the teaching staff collectively.

3.2.9.4

Continuous student assessment has positive feedback effects on learning, helping students keep in touch with their achievements. For the institution, it provides valuable feedback on progress and the effectiveness of teaching, and for employers, on the skills of graduating students. In future employers will be more closely involved in assessment.

3.2.10 Admission to vocational education and training

3.2.10.1

Students seeking admission to upper secondary and higher vocational education and training after comprehensive school and upper secondary school are enrolled through a nationwide selection procedure, which also includes daytime upper secondary schools and certain folk high schools. The selection procedure relies on a computerized system that has covered the whole country since 1979. Each year some 1,000 institutions are involved, offering 100,000 student places for 130,000-160,000 applicants. The centralized selection system has helped to promote cooperation between educational institutions, reduce the costs of student selection, simplify admission procedures and eliminate overlap.

3.2.10.2
The nationwide selection system was upgraded in 1996, with separate systems introduced for upper secondary institutions and AMK institutions. Adult education, apprenticeship training, and universities are not included in either system.

3.2.10.3
Admission requirements are laid down in the relevant legislation and in the decisions issued by the Ministry of Education. Admission procedures were reviewed for 1996 in order to give the owners/mandators of educational institutions greater autonomy in the selection of new students. AMK institutions decide upon their admission criteria independently.

3.2.10.4
Admission to vocational education and training is primarily based on earlier achievement, practical experience, motivation and other similar factors. Entrance examinations or aptitude tests are held in some sectors. In keeping with the priorities of social and educational policy, younger people as well as applicants without any vocational training are nowadays given preferential treatment in the selection of new students. The objective is to make sure that all applicants are guaranteed the opportunity to complete at least one vocational qualification.

3.2.10.5
Nationwide entrance examinations (in both systems) are held twice a year. Application periods are the same for the whole country. By filling in just one form, the applicant can apply for a maximum of five training places anywhere in the country, within the nationwide entrance system.

3.2.10.6
Admission scores are calculated by computer for the applicant's preferences, taking into account the criteria set by each educational institution. Applicants are selected on the basis of their scores and on the basis of the preferences they have indicated. Only one student place is allocated to each applicant, effectively eliminating overlap.

3.2.10.7
The final decision on new admissions is made by the owner/mandator of the educational institution upon receiving details on the applicants and their scores. In special cases the owner/mandator may admit students with scores below the cutoff point.

3.2.10.8
The nationwide entrance examinations are free of charge. However, a fee may be charged for some of the examinations arranged by individual institutions.

3.2.11 Student counselling

3.2.11.1
There are two separate systems for student counselling: the counselling provided by the education authorities and the career guidance provided by the labour authorities. Both share the same goals of helping young students make the right choices in their education, career orientation and life in general. The purpose is to further in students a more methodical and disciplined approach to learning and to prepare them for responsible citizenship.

3.2.11.2
Student counselling is provided at comprehensive schools, upper secondary schools and vocational institutions:

Figure 23 **Vocational guidance**

UPPER SECONDARY SCHOOL	VOCATIONAL INSTITUTIONS
Staff	**Staff**
Student counsellors (teacher training + special training)	**Student counsellors (teacher training + special training)**
group advisors, other teachers	**all teachers**
Methods	**Methods**
classes (1 course 38 hours)	**separate classes**
company visits	**integration with other instruction**
working life familiarization	**personal counselling**
personal counselling	**company visits**

COMPREHENSIVE SCHOOL UPPER LEVEL

Staff
Student counsellors (teacher training + 1 year special training)
Methods
classes (minimum of 2 x 38 hours)
company visits
working life familiarization
personal counselling

3.2.11.3
More specifically, the objective of student counselling is to help students prepare their individual study schedules and programmes and to make the related choices. Students must be informed about all the study options available as well as understand how their choices will affect the level of vocational skills they obtain, their expertise, further studies and placement in the labour market. Counselling shall also promote the students' commitment to their studies and to career planning. They are encouraged always to use initiative to achieve personal understanding and to follow the latest developments within their own field.

3.2.11.4
At educational institutions counselling is the responsibility of the student counsellors and other teaching staff. It is coordinated by the counsellor, who also liaises with the community outside the institution. Tutoring by students and teachers has an important supportive role. Educational institutions also have guidance and counselling services to support students who are moving out to work, to promote employment and to follow student placement.

3.2.11.5
Career guidance includes visits to workplaces and familiarization with the various opportunities of further education. Work is continuing to develop counselling and career guidance so that every student can gain a deeper understanding of the world of work and different professions and, on this basis, make a more mature career choice. The emphasis in counselling is on personal guidance and supervision. Institutions are free to choose their methods of counselling.

3.2.11.6
Counselling is also available for young people planning to go abroad to study and for foreign students arriving in Finland. The labour and education authorities have joined forces to develop a computerized service network to improve the availability of information and counselling on education and training. The purpose is to ensure that young people across the country are aware of all the options that are open to them both at home and abroad.

3.2.12 Support systems for students

3.2.12.1
Both social support and financial aid are available to young students. The most important mechanisms of social support are as follows:

- as a rule no student fees are charged;
- students have free lunch every day;
- most educational institutions have residential homes where students may stay free of charge and
- some institutions subsidize school transport.

3.2.12.2
Students can also apply for financial aid. The purpose of the financial aid scheme is to safeguard the economic conditions necessary for the pursuit of full-time studies in so far as funding additional to the responsibility of the student's parents is necessary and no other sources of support are available. To qualify for financial aid, students must show they have been accepted to an educational institution, that they are studying full-time and that they are in need of financial aid.

3.2.12.3
Financial aid is granted for post-compulsory education in upper secondary schools, folk high schools, vocational institutions and universities. Studies must be of at least two months' duration. Financial aid may also be granted for continuing vocational education at adult education centres and summer universities. Aid is also available for studies abroad.

3.2.12.4
Financial aid for all students in post-compulsory education comprises two alternative support systems:

Regular student financial aid:
- study grant
- student housing allowance
- state guarantee for study loan

Adult student financial aid:
- adult study grant
- student housing allowance
- state guarantee for study loan

3.2.12.5
All students can apply for the first type of assistance, i.e. regular student financial aid. In contrast, the latter form of assistance is restricted to adult students who meet certain criteria. (More on this under 3.3.4.)

3.2.12.6
The study grant and student housing allowance are government-funded benefits that are paid directly to the student's bank account on a monthly basis. Students are entitled to a study grant from the first month after they turn 17. The study grant is taxable income, but no advance tax is deducted. Recipients of financial aid who have no other sources of income will not be taxed on the benefit. Study loans are granted on application by banks operating in Finland. The loans are paid out of the banks' own funds, and repayment usually commences upon completion of studies. Since the state stands surety for the loan, no other guarantees are required.

3.2.12.7
The amount of financial aid granted will depend on the category of educational institution and on the student's age, marital status and housing situation. Other factors that will be considered are any other financial benefits received by the applicant as well as the applicant's (and in some cases his or her parents') income. Property owned by the applicant or his or her spouse's financial status will not affect the amount of aid granted.

Table 10. Regular student financial aid: average support to upper secondary level students (FIM per month, before taxes)

1. Persons aged 20 or over who live independently and all married persons as well as liable parents (study loan for persons under 18 is FIM 900)	study grant	1 270
	study loan	1 300
	total	2 570
2. Persons aged 18-19 who live independently	study grant	500
	study loan	300
	total	800
3. Persons aged 20 or over who live with their parents	study grant	380
	study loan	300
	total	680
4. Persons aged 17 who live independently	study grant	500
	study loan	900
	total	1 400
5. Persons aged 18-19 who live with their parents	study grant	130
	study loan	1 300
	total	1 430
6. Persons aged 17 who live with their parents	study grant	130
	study loan	900
	total	1 030
7. Persons under 17 who live independently (not upper secondary school)	study loan	900

1 ecu = 5.8 FIM, July 96

SOURCE **SOCIAL INSURANCE INSTITUTION**

3.2.12.8
The authorities are looking into ways of how unemployment benefit and financial aid could be reorganized into an integrated system of basic income support. As from the beginning of 1996 young people without jobs have been encouraged to educate themselves further: job applicants under 20 who have not applied for vocational training no longer qualify for unemployment benefit.

3.2.13 Quantitative objectives of vocational education and training

3.2.13.1
General planning and resource allocation in the field of vocational education and training is aimed at providing vocational qualifications for an entire age group, taking into account the needs of employers and society at large as well as the personal plans and ambitions of prospective students.

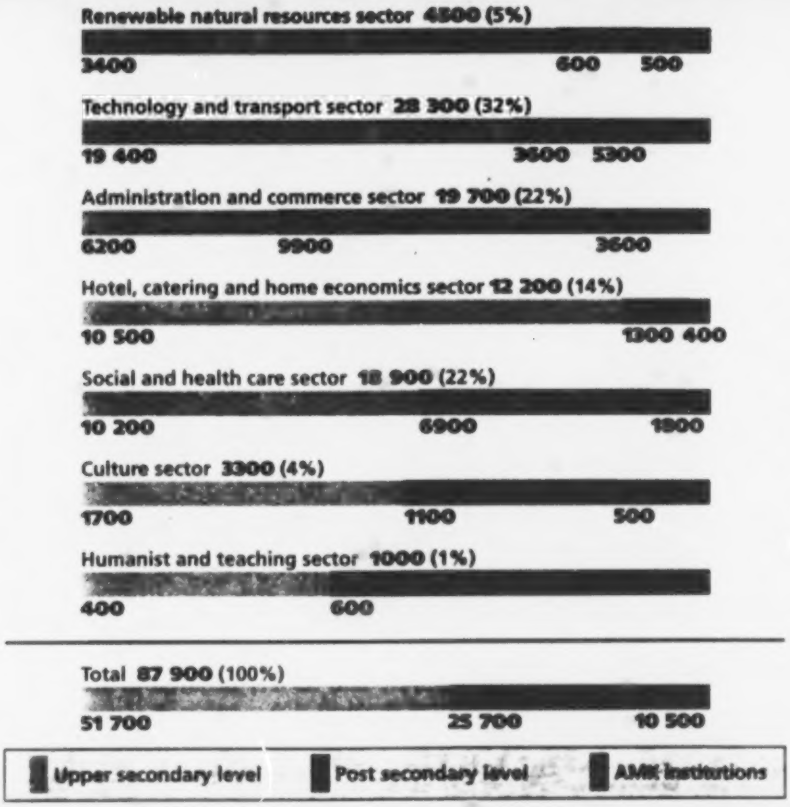
3.2.13.2

Educational planning and decision-making is chiefly in the hands of the Ministry of Education, the National Board of Education, provincial state offices and educational institutions and their owners/mandators as well as the Ministry of Labour and 13 labour districts, to be changed to 15 labour and industry centres from September 1997. The labour authorities have gained increasing influence on the planning of vocational education and training.

3.2.13.3

Persistently high levels of unemployment during the 1990s have encouraged increasing numbers of young people in Finland to continue their education. Although the number of student places available slightly exceeds the calculated average size of the age group, there are still large numbers of prospective students who fail to gain admission (although some of them have already completed vocational qualifications). Part of the explanation is that the supply of student places and the needs for skilled labour do not always match up with the plans of young people. In some education sectors (notably technology) there is a shortage of students; others (especially social and health care and the cultural sector) are much more popular. Forty per cent of those failing to gain admission are in the health care and nursing sector.

Figure 24. **New entrants to vocational training, 1995**



3.2.13.4

Recent research results indicate that parents' social background, wealth and educational level continue to be significant determinants of young people's educational pathways and related choices. Although men and women are more or less equally represented among new students starting vocational education and training, there are still a number of educational sectors that are very heavily male-dominated or female-dominated. For instance, in technical sectors women account for about one-third or less of new entrants, whereas in social and health care, home economics and cleaning services, and textiles and clothing women represent around 90 % or more of the student population.

Figure 25. **Women as a proportion of new entrants, by field of study in 1991 and 1995**

	1991	1995
Textiles and clothing	97.9	96.8
Beauty care	95.3	95.9
Home economics and cleaning services	97.0	93.6
Social and health care	90.6	86.8
Horticulture	80.6	82.7
Crafts and design	73.1	71.7
Hotel, catering and home economics	66.2	64.5
Food industry	58.1	64.1
Administration and commerce sector	67.7	58.3
All fields of study	53.2	51.8
Agriculture	33.5	49.9
Graphic arts technology	43.1	40.7
Paper and chemical industry	42.3	40.1
Surface treatment	26.1	33.5
Seafaring	20.7	16.9
Land survey technology	44.5	16.1
Forestry	11.9	14.2
Wood industry	8.8	11.5
Fishery	6.9	7.1
Construction technology	10.4	6.6
Vehicles and transportation	6.4	5.4
Electrical engineering	6.4	4.2
Machinery and metal technology	4.7	3.0
Heating and ventilation	1.0	2.8

SOURCE NATIONAL BOARD OF EDUCATION

3.2.13.5
The number of young people starting in apprenticeship training has been around 500-600 each year. In Finland this form of training has mostly been favoured by adults, but the plan now is to encourage larger numbers of young people to enter as well: the target is to increase the share of apprenticeship training to about 20 % of all student places in upper secondary vocational education. Apprenticeship training is discussed in more detail under 3.3.3.

3.2.13.6
Given persistently high unemployment, it has been decided that during 1996-1998 the number of student places in vocational education and training for young people will be increased by some 9,000 over the figure that would normally be provided on the basis of the size of the age group.

3.2.13.7
Over the next few years the purpose is to sharply increase the intake of new students into AMK institutions and to offer a place to some 60-65 % of the age group at AMK institutions or at multi-faculty and arts institutions of higher education.

3.2.13.8
Since the 1980s the supply of basic vocational education and training has been adjusted to closely correspond to the regional breakdown of the target population, i.e. the age group 16-18 years. To ensure regional equality of access to training, sparsely populated areas have a somewhat greater supply than the major cities.

3.2.14 Educational institutions and teachers

Educational institutions

3.2.14.1
The first vocational education institutions in Finland were privately-owned. Today, the vast majority are maintained by local authorities or the state, and most training is publicly funded.

3.2.14.2
There are a total of 446 vocational education institutions operating under the auspices of the Ministry of Education. In 39 of these schools instruction is also available in Swedish; eight of these are in the province of Åland. The total whole time student population in vocational institutions numbers around 200,000. Fire-fighting, police and military training are not governed by the education authorities.

Table 11. Number of vocational education institutions

	1992	1996	Change 1992 - 1996
General vocational institutions	106	95	-11
Hotel and catering institutions	15	14	-1
Commercial institutions	68	53	-15
Home and institutional economics institutions	45	23	-22
Arts and crafts institutions	44	28	-16
Agricultural and horticultural institutions	52	32	-20
Nautical colleges	3	2	-1
Forestry and wood processing institutions	24	12	-12
Social work institutions	27	19	-8
Art and media culture colleges	6	7	1
Technical colleges	31	21	-10
Health care institutions	48	34	-11
Institutions for specialized training	42	44	2
Special needs institutions (for disabled students)	15	14	-1
Vocational adult education centres	42	45	3
Educational centre of the Sami area	1	1	0
Vocational teacher training colleges	2	2	0
Total	571	446	-125

SOURCE **NATIONAL BOARD OF EDUCATION**

3.2.14.3

Most institutions provide training at both the upper secondary and higher vocational level. Basic and continuing vocational education as well as vocational courses are offered for adults. In addition, vocational education institutions provide theoretical education for students in apprenticeship training.

3.2.14.4

The network of vocational institutions comprises institutes and colleges from different sectors of education. During the 1990s the trend in developing this network has been towards larger, multidisciplinary units. The average number of students at a vocational education institution is 450.

Figure 26. **Number and average size of educational institutions**

Number of students 1992
Number of students 1994
Average number of students 1992
Average number of students 1994

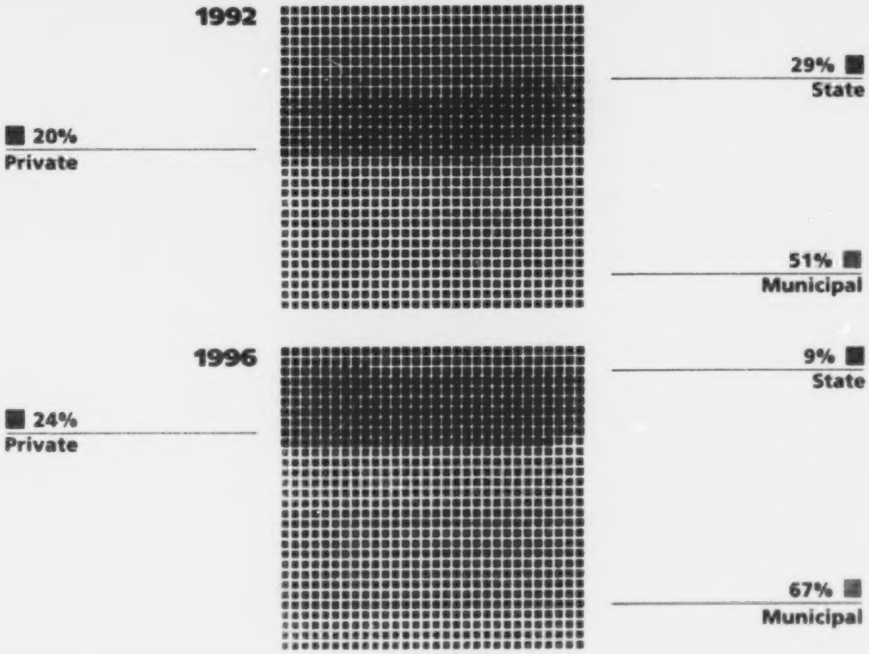
GENERAL EDUCATION INSTITUTIONS	**1992**	**1994**	**1992**	**1994**
Comprehensive schools	594221	587523	125	129
Upper secondary schools	99477	107824	214	236
Adult upper secondary schools	24973	25821	499	516
Total	*718671*	*721168*	*136*	*142*
VOCATIONAL EDUCATION INSTITUTIONS				
General vocational institutions	50960	57665	476	554
Hotel and catering institutions	4022	4789	251	319
Commercial institutions	33957	34754	492	561
Home and institutional economic institutions	7064	5377	154	179
Arts and crafts institutions	6580	7348	150	199
Agricultural institutions	4685	6317	88	166
Nautical colleges	802	669	160	167
Forestry and wood industry institutions	2854	2633	119	165
Social work institutions	10802	10180	400	443
Art and media culture colleges	350	666	58	83
Technical colleges	23870	27307	746	853
Health care institutions	30687	31913	639	709
Special vocational institutions	2119	2304	141	165
Institutions in the Sami area	122	126	122	126
Total	*178874*	*192048*	*363*	*448*
Overall total	*897545*	*913216*	*156*	*167*

SOURCE **NATIONAL BOARD OF EDUCATION**

3.2.14.5

Some 11 % of all vocational education institutions in Finland are maintained by the government and 66 % by municipalities (or federations of municipalities), while the remaining 23 % are privately-owned. Increasing numbers of state-owned institutions have been changing hands in recent years, with municipalities and private organizations taking over. The government has decided to pull out entirely by 1997.

Figure 27. **Owners/mandators of vocational institutions, 1992 and 1996**



SOURCE: NATIONAL BOARD OF EDUCATION

3.2.14.6
Vocational education institutions generally have good facilities for both theoretical and practical instruction, including laboratories and tools and equipment required for the teaching of different subjects. Schools also have access to state-of-the-art computer technology; many are hooked up with information networks. Telecommunication is used to some extent for multiform and distance learning purposes. Agricultural and forestry institutions have access to teaching farms and forests as well as the appropriate machinery.

Teachers

3.2.14.7
The teaching staff at vocational institutions are divided into two categories: permanent teaching staff, and full-time and part-time fee-paid teachers. In 1994 vocational institutions had a total of 22,000 teachers, of which 12,000 were permanent, 6,000 full-time fee-paid and 4,000 part-time teachers. Principals and head-teachers are counted as permanent staff. In addition, the staff of vocational education institutions includes specialist lecturers whose number varies considerably from year to year.

3.3 Continuing education and training

3.3.1 The adult education and training system

3.3.1.1
All forms of education discussed so far, both general education and basic vocational training, are also accessible to adults. Adults can additionally pursue their studies within the system of continuing vocational education and training to complete further or specialist vocational qualifications, i.e. examinations in which they can demonstrate their professional skills and abilities. The purpose is to give people the opportunity to upgrade their training and to complete qualifications at any stage of their lives.

3.3.1.2
Adults can study either with the young at the same institutions or at institutions specially intended for adults. Training for adults consists increasingly of both non-vocational general subjects and vocational studies. Indeed, the barrier between the two is lowering all the time, and the same educational institutions are now offering both.

3.3.1.3
Adult education is either certificate-oriented or liberal education (see annex 4 for definition). This choice as well as all other choices related to training are usually the student's, who is also solely responsible for progress. Adult education is not integrated into the nationwide selection system (see 3.2.10 above).

3.3.1.4
All the courses available through the adult education system are detailed in a guidebook that is published every year. Adult education like education for the young generally is very inexpensive. In self-motivated vocational adult education the financial aid system is quite similar to that for young people; for instance, both adults and young people can apply for a study grant.

3.3.1.5
Each institution makes its decisions on new admissions independently. However, in the case of adult training to meet labour policy requirements (i.e., employment training) and apprenticeship and in-service training, the decision rests with the labour authorities and employers, respectively. In addition, a great deal of training is provided outside institutions: apprenticeship training and in-service training, for instance, are in large part organized in non-institutional settings.

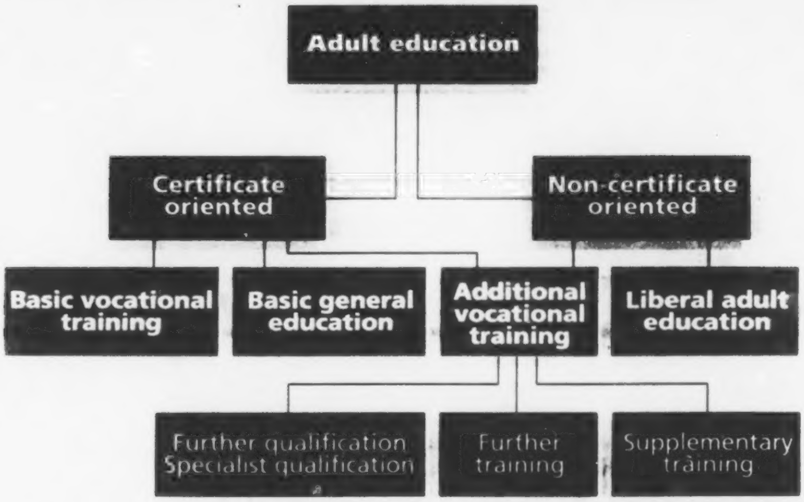
3.3.1.6
A distinction can thus be made between general adult education and vocational adult education, depending on the student's goals and intentions. General adult education consists of basic general education (comprehensive school and upper secondary school syllabus) and liberal education, i.e. post-compulsory education defined as comprising social studies, general studies and non-formal, leisure and self-development studies. Vocational adult education is divided between basic and additional education. Basic education is always certificate-oriented and leads to a vocational qualification. Additional training is mainly classified as liberal training,

i.e. non-certificate-oriented. However, it may also aim to prepare students for a qualification or a proficiency test, in which professionally competent adults can demonstrate the skills and abilities they have acquired on the job.

3.3.1.7

Additional vocational training is divided into training aimed at further vocational qualifications and specialist vocational qualifications and, on the other hand, supplementary training and further training. The differences can be subtle, but training aimed at qualifications and further training are more systematic, last longer and are more specialized than supplementary training, which typically consists of short courses. Supplementary training falls primarily in to the category of liberal adult education.

Figure 28. **Structure of adult education**


Adult education
Certificate oriented
Non-certificate oriented
Basic vocational training
Basic general education
Additional vocational training
Liberal adult education
Further qualification Specialist qualification
Further training
Supplementary training

SOURCE **NATIONAL BOARD OF EDUCATION**

3.3.1.8

For statistical purposes a distinction is made between long and short adult education, with the dividing line set at 400 hours. Short adult education consists typically of supplementary training and liberal education.

3.3.1.9

In quantitative terms the bulk of adult education consists of liberal adult education, i.e. supplementary vocational training or non-certificate-oriented studies. Vocational adult education is far more common than general adult education.

Figure 29. **Breakdown of adult education by teaching hours in 1994 (estimate)**

	Vocational adult education (about 62%)	General adult education (about 38%)
Certificate-oriented adult education (about 25%)	**Vocational diplomas** **AMK degrees**	**Upper secondary schools for adults (comprehensive school and upper secondary school syllabus)**
	Open University education **Apprenticeship** **Employment training**	
Non certificate-oriented adult education (about 75%)	**University-level supplementary education** **Supplementary training by education institutions and other organizations (e.g. in-service training)**	**Liberal adult education (adult education centres, folk high schools, study centres, organizations, summer universities and physical education institutes)**

SOURCE **NATIONAL BOARD OF EDUCATION**

3.3.1.10

As we can see, open university instruction, apprenticeship training and employment training can be either certificate-oriented or training not ending in a certificate, depending on the students' background and goals. For people who are, or who have been, in gainful employment, supplementary vocational training is a way of maintaining and upgrading professional skills and competencies. Supplementary vocational training is indeed the most common form of adult education.

3.3.2 Vocational qualifications and language proficiency tests for adults

3.3.2.1

Both vocational and general education are provided for adults at all levels of the education system. Adults may study for the same qualifications as young people. The qualification requirements are also the same.

Vocational skill certificates

3.3.2.2

The Vocational Qualifications Act came into force in 1994. The purpose was to introduce a competence-based examination open to all adults, regardless of how they had acquired their professional skills. At the same time, the aim was to raise the educational level of the adult population, to narrow the generation gap in educational attainment and to install a national quality assurance system covering the whole field of vocational adult education. Previously, learning in vocational adult education was controlled through teaching and national core curricula. The new law introduced a new tool for controlling learning results in the shape of qualification requirements.

3.3.2.3

There are three kinds of qualifications: vocational qualifications, further vocational qualifications and specialist vocational qualifications. The first of these certificates, i.e. the vocational qualification corresponds to the basic vocational qualification at the youth level (in terms of structure, objectives and eligibility for further studies): candidates shall demonstrate that they have the basic professional skills required in the field concerned. Completion of a further vocational qualification indicates that the person has the skills and competencies required of a skilled worker. A specialist vocational qualification indicates mastery of the most demanding job skills in that field. Within the hierarchy of qualifications, vocational qualifications are at the same level as upper secondary qualifications. The adult system includes certain qualifications that are not open to young people.

3.3.2.4

The number and structure of vocational programmes and qualifications are determined by the Ministry of Education, while the national core curricula are drawn up by the National Board of Education. The core curricula and the national qualifications guidelines provide a general framework for the specific skill requirements of each individual qualification. This means that all adults, irrespective of their background, can take part in the same proficiency tests to demonstrate the skills specified in the national core curricula.

3.3.2.5.

Candidates may take examinations even if they have not completed preparatory courses, but the majority of adult students nevertheless do opt to take courses. Preparatory courses are based on the national core curricula and the syllabi of individual educational institutions. Individual study schedules are jointly prepared by students and teachers.

3.3.2.6

The national guidelines specify the level of professional competence that the candidate must demonstrate to obtain a certificate. The qualifications and their components are designed on the basis of the needs and requirements of the labour market as well as the distinctive characteristics of the branch in question. Studies leading to qualifications consist of compulsory, optional and core studies common to different lines of study. In addition, the guidelines specify the ways in which professional skills must be demonstrated (proficiency tests) as well as the criteria for assessing them. The guidelines contain no provisions with regard to the way that education and training is to be organized at educational institutions. To make sure that qualifications are as up-to-date as possible and that they are accepted in the labour market, representatives of employers and labour market organizations as well as occupation-specific councils under the National Board of Education are centrally involved in drafting the guidelines for qualification requirements.

3.3.2.7

The same principles and criteria of assessment are applied throughout the country. A list of specific aspects is extracted from the general guidelines to facilitate the assessment of competence and attainment in each study module. These aspects may include manual dexterity, mastery of theory, job safety, etc., i.e. productive qualifications, such as immediate job skills, and, on the other hand, general qualifications, such as communication and problem-solving skills.

3.3.2.8

Individual components of a qualification programme are assessed on the basis of guidelines issued by an examination board. Examinations leading to further vocational qualifications and specialist vocational qualifications are graded 'pass' or 'fail', whereas examinations for basic vocational qualifications that reach the pass mark are graded 'good' or 'excellent'.

3.3.2.9

The proficiency tests are planned in accordance with the guidelines issued by the National Board of Education. The examinations last on average five days. The tests are organized and supervised by the examination boards, consisting of teachers and representatives of the labour market and nominated either by the National Board of Education or by the owner/mandator of the educational institution concerned. The boards also issue the qualification certificates. During 1995 a total of 218 examination boards were set up, chiefly in the educational sector of technology and transport.

Language proficiency tests

3.3.2.10
Corresponding to the further vocational qualifications discussed above, nationwide language examinations provide an opportunity for adults to give proof of their language proficiency, regardless of how they have acquired their skills. The Language Examination Act took force in August 1994. The examination measures the candidate's language proficiency with separate tests on comprehension of texts, writing skills, knowledge of structures and vocabulary, comprehension of spoken language and oral skills. Tests are currently held in the following languages: English, Spanish, Italian, French, Swedish, German, Finnish and Russian. Tests in the Sami language will be introduced during 1997.

3.3.2.11
Language proficiency is assessed on the basis of the international nine-grade scale applied to language tests. The applicability of the language examination to vocational education and training for young people is currently being tested.

Table 12. **Persons completing language examinations from August 1994 to August 1996**

English	3320
Finnish	1439
Swedish	731
German	559
French	348
Russian	256
Spanish	184
Italian	42
Total	**6879**

SOURCE **NATIONAL BOARD OF EDUCATION**

3.3.2.12
The system also provides for the training of language teachers, the production of teaching materials and linguistic research. The most popular examinations have been the tests in English and Finnish.

3.3.3 Education and training opportunities for adults

3.3.3.1
In Finland the bulk of adult education and training is financed by the government. Funding is provided not only to educational institutions but also directly to students, chiefly in the form of study grants and educational allowances for employment training. The obvious reason is that adult education ties up closely with labour policy. Adult education and training may be grouped on the basis of sources of finance as follows:

- Self-motivated adult education
    - Self-motivated vocational adult education
    - General adult education and liberal education
    - Adult education at institutions of higher education
- Apprenticeship training
- In-service training
- Employment training
- Other career and employment services

SELF-MOTIVATED ADULT EDUCATION

1) Self-motivated vocational training

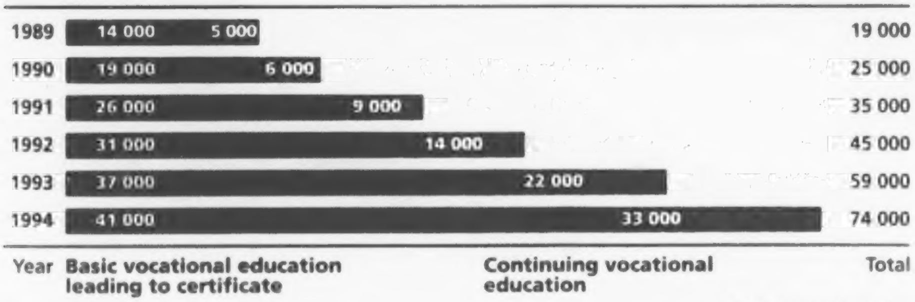
3.3.3.2

The purpose of self-motivated vocational training is to give adults an opportunity to develop their occupational skills. It consists of basic vocational training leading to a certificate, further training and supplementary training. Most of the training is organized through educational institutions, to which students apply directly on their own initiative. Participation is encouraged through study grants and release for study.

3.3.3.3

Participation in self-motivated vocational training has increased considerably. During 1989-1994, the numbers in basic vocational education and continuing vocational education increased almost fourfold. Six-month continuing training courses have been particularly popular. The increased level of participation is due above all to the increased supply of education and the improved availability of financial aid for adult students.

Figure 30. **Adult students in long basic and continuing vocational education at vocational institutions, 1989-1994**



SOURCE **STATISTICS FINLAND**

3.3.3.4

The increase in self-motivated vocational training has been most dramatic in the technology, and administration and commerce sectors.

Figure 31 **Students in self-motivated vocational training [basic and continuing vocational education] organized by vocational institutions by sector of education, 1992 and 1995**

	1992		1995	
Renewable natural resources sector	2572	9.9%	5090	10.5%
Technology and transport sector	5998	23.0%	13086	27.0%
Administration and commerce sector	5783	22.2%	13138	27.1%
Hotel, catering and home economics sector	3509	13.5%	4907	10.1%
Social and health care sector	6950	26.7%	9266	19.1%
Culture sector	1048	4.0%	2289	4.7%
Humanist and teaching sector	185	0.7%	363	0.8%
Others	28	0.1%	333	0.7%
Total	26073	100%	48477	100%

SOURCE STATISTICS FINLAND, NATIONAL BOARD OF EDUCATION

3.3.3.5

Counted in teaching hours, the bulk of self-motivated vocational training consists of long training leading to a certificate and continuing vocational education. However, the numbers participating in short training (supplementary training) are higher than in long training: each year almost 200,000 adults have taken part in short supplementary training in vocational institutions. In addition, vocational institutions received special government funding in 1992-1993 to organize six-month training courses in languages, entrepreneurship, computer technology and internationalism for people with basic vocational qualifications. In 1993 the majority (23,000) of the new student places were for courses in entrepreneurship.

2) General adult education and liberal education

3.3.3.6

General adult education is provided through adult upper secondary schools (accounting for the bulk of certificate-oriented studies) and organizations of liberal education. Adult upper secondary schools provide an opportunity for adults who are gainfully employed to complete the comprehensive school and upper secondary school syllabus. In recent years the number of adult upper secondary students has been increasing, while the number of adults studying to complete the comprehensive school syllabus has declined — a logical consequence of rising levels of education.

3.3.3.7

Organizations providing liberal education are adult education centres, folk high schools, study centres maintained by civic organizations, sports institutes and summer universities.

3.3.3.8

Liberal education gives adults the opportunity to enhance their general education and to acquire various learning and civic skills as well as the practical knowledge and skills they need in everyday life. One of the aims of liberal education is to encourage people to take part in organizational activities in society. Courses are arranged, in shop-steward training, for example. A large portion of training is related to civil society and voluntary work. Unemployment and internationalization have presented new challenges to liberal education. This in turn has inspired increased citizen activity around, for instance, issues related to the EU.

3) Adult education at institutions of higher education

3.3.3.9

Programmes offered by institutions of higher education are open to both adults and the young. About one-fifth of all new entrants to regular higher education are over 25. The adult population can additionally take part in higher level supplementary training and open university education.

3.3.3.10

Open universities provide an opportunity for adults to pursue university-level studies irrespective of their age or basic education. Examinations in the open university are considered equal to university examinations and credits earned can be integrated into a university degree. Participation in open university instruction has been on the increase in recent years: in 1994 a total of 70,000 people were involved, at the same time as over 100,000 students were studying to complete their first degree in universities and other institutions of higher education.

3.3.3.11

In 1994 open university instruction leading to a certificate was mainly organized through summer universities and institutions of liberal education, but recently universities have been providing more and more courses themselves. With the exception of the Academy of Fine Arts, all institutions of higher education provide open university instruction.

3.3.3.12

Instruction offered by open universities is mainly concentrated in the arts and pedagogic subjects, although recently more and more courses have become available in the technical, commercial and scientific branches as well. So far most of the courses available have been basic, lower-level studies, but the proportion of subject studies is increasing.

3.3.3.13

Comparatively few adults cross over from open university to certificate-oriented university studies. However, this will be facilitated with the introduction of new guidelines.

APPRENTICESHIP TRAINING

3.3.3.14

Apprenticeship training leads to the same vocational qualifications as the training provided by vocational institutions. Apprenticeship training is intended for both young people and adults, and it also provides the opportunity for additional vocational education. Apprentices can aim for either basic vocational qualifications or post-secondary qualifications (with the exception of post-secondary qualifications in social and health care). Further vocational qualifications can also be completed (see para 3.3.2).

3.3.3.15

Basic vocational education and training through apprenticeship takes between one and four years to complete. The emphasis is very much on practical training: apprentices spend anything between 70 and 90 % of their time training on the job in companies, offices, institutions or organizations. The remainder is spent on theoretical studies at school. Apprenticeship training is based on an employment contract between the employer and apprentice. The state provides financial compensation and support to both parties.

3.3.3.16

In Finland apprenticeship training through apprentieship is comparatively rare. During 1991-1993 the number of students in apprenticeship training doubled to 10,000. However, in 1994 the figure dropped, largely because of the scarcity of jobs available. In 1995-96 the numbers have been rising again. Out of the 6,100 new students who started apprenticeship training in 1994, 10 % were young people and 90 % adults. One-third (36 %) of the new students were in additional vocational education, two-thirds (64 %) in basic vocational education and training.

3.3.3.17

In the present situation of high unemployment, apprenticeship training has become an increasingly attractive option, making it easier for both young people and adults to get started and find permanent employment. Apprenticeship training has also been supported by regional development projects financed by the EU's structural funds.

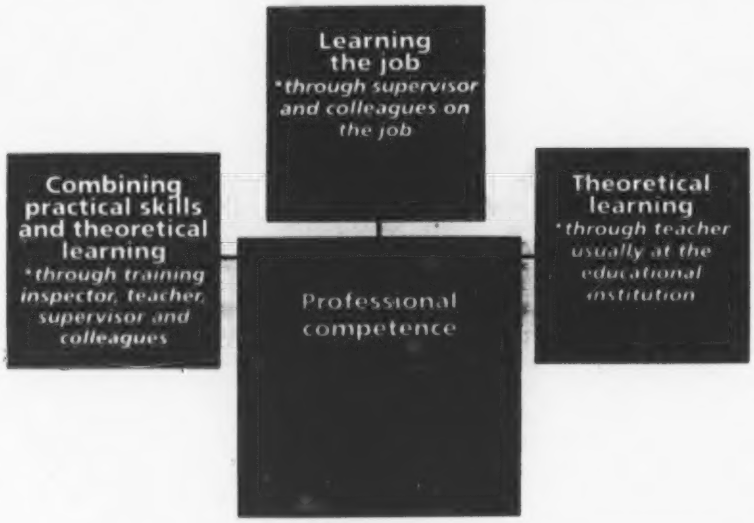
3.3.3.18

Apprenticeship training has been developed by the education and labour authorities on the basis of the following model.

Figure 32. **Apprenticeship training**

Basic requirements for apprenticeship training

- ***suitable job***
- ***employee and student both interested in this kind of training***
- ***signing of an apprenticeship agreement***
- ***compilation of a personal study programme with the help of a training supervisor***


Learning the job
*through supervisor and colleagues on the job
Combining practical skills and theoretical learning
*through training inspector, teacher, supervisor and colleagues
Professional competence
Theoretical learning
*through teacher usually at the educational institution

SOURCE **NATIONAL BOARD OF EDUCATION**

IN-SERVICE TRAINING

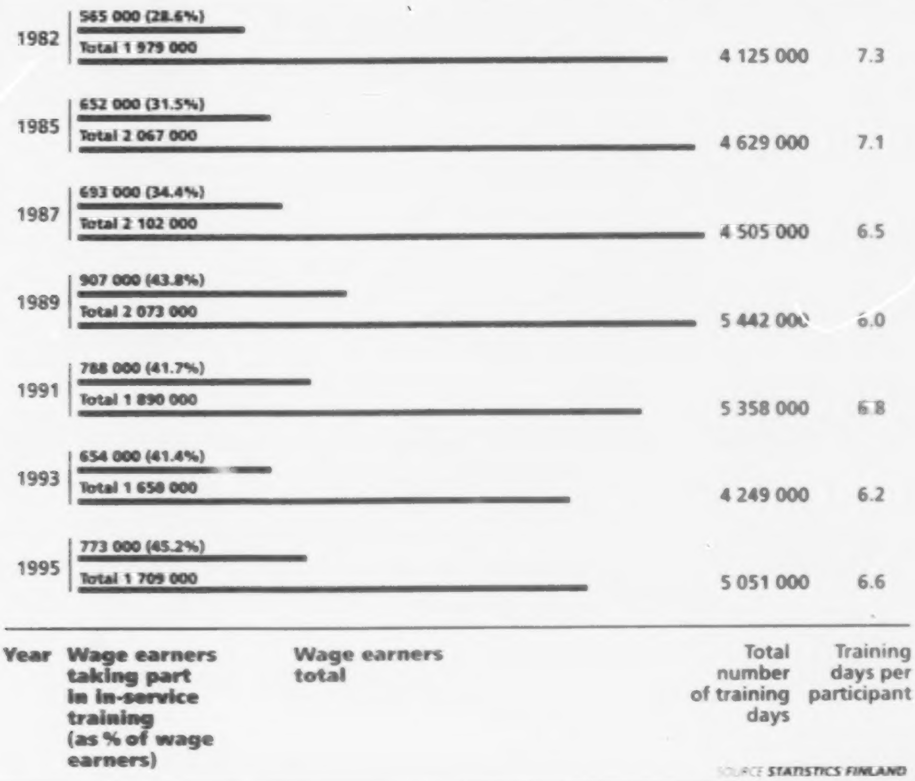
3.3.3.19

In-service training consists mainly of short-term supplementary training either on the job or outside the workplace. The expenses are covered by the employer. Employees taking part will receive compensation or normal wages for the time spent in training. In recent years branches in industry have been investing 2-3 % of their payroll costs in in-service training.

3.3.3.20

In-service training is the most common form of adult education in terms of numbers participating. An increasing proportion of wage earners have been engaged in in-service training, although the number of training days per participant has slightly decreased since the onset of the recession in the early 1990s.

Figure 33. **Wage earners in in-service training, 1982-1993**



SOURCE **STATISTICS FINLAND**

3.3.3.21
The number of women in in-service training slightly exceeds the number of men, but training for men has lasted longer. In 1993, men spent an average of 7.9 days in in-service training; the figure for women was 4.8 days.

3.3.3.22
Participation in in-service training is highest among people aged 35-44 with a higher education and engaged in white-collar jobs in the public sector. These people also spend much longer periods of time in training than other employees, for whom the average is four days a year.

3.3.3.23
According to surveys conducted by employer organizations, Finnish companies have been stepping up their investment in training their personnel. In all companies at least half of the white-collar personnel attend at least one training course during the year. In every other company the proportion is equally high for blue-collar workers. Increasingly, training is taking place within companies.

3.3.3.24

The recession in the early 1990s has to some extent cut back on investment in in-service training. Another factor that has caused some difficulty is the shortage of stand-ins and competent in-house training staff. Small companies in particular have found it difficult to release staff resources for training purposes.

3.3.3.25

Companies implement and support in-service training by the following arrangements:

1. by paying for outside in-service training and organizing company-specific training for their personnel;
2. by maintaining institutions for specialized training;
3. by arranging apprenticeship training (see 3.3.3.14 above);
4. by financing part of the costs of employment training (joint purchases) (see paras 3.3.3.29 to 3.3.3.38 below);
5. by offering trainee jobs to young and adult students from vocational institutions;
6. by financing part of the self-motivated training of their employees, granting paid release for study and meeting part of the study costs; and
7. by granting release for self-motivated training.

3.3.3.26

In the future the system of vocational skill certificates and language examinations will be integrated more closely into in-service training. As the level of basic education of young people is rising, it is expected that the emphasis will shift from basic towards more advanced vocational education and training.

3.3.3.27

Personnel training is also provided through major independent training organizations that are run by industry and business and specialize in certain fields of human resource development. In addition, there are specialized vocational institutes owned by employers that offer training corresponding to the needs of particular companies.

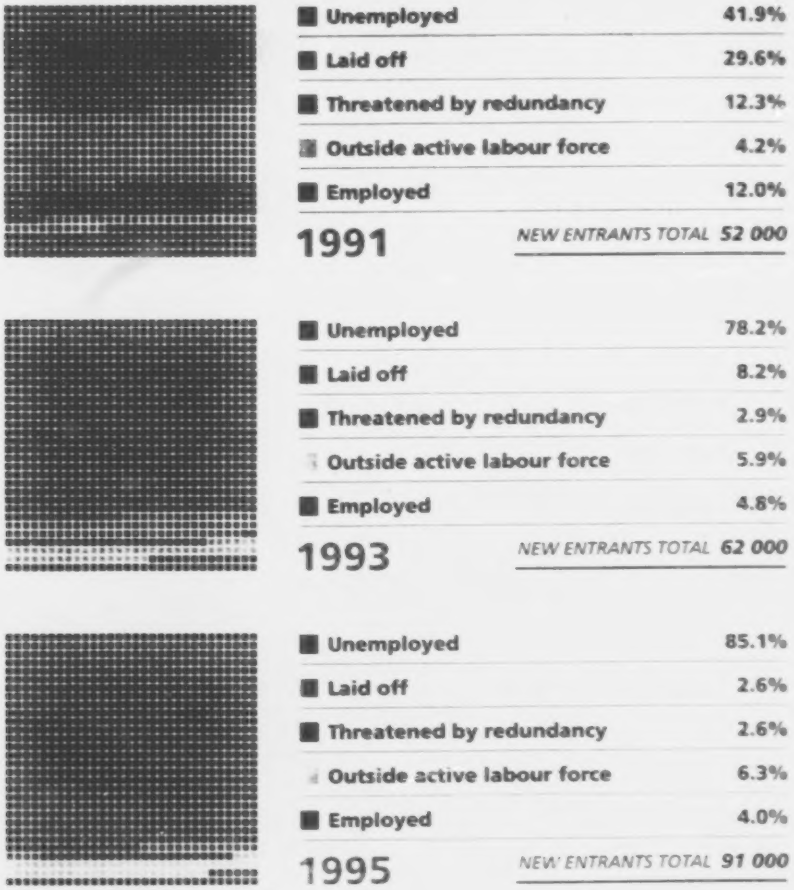
3.3.3.28

In accordance with the government's employment programme for 1996-1999, surveys will be conducted in the near future to establish how the responsibilities for in-service training and development should be organized: by way of legislation (as in France), by revising the act on co-determination, or by upgrading the training allowance and redundancy grant system within collective agreements.

EMPLOYMENT TRAINING

3.3.3.29
The purpose of employment training is to combat unemployment by providing training to the adult population. The main target group is represented by the unemployed, but training is also offered to those at risk of losing their jobs as well as groups outside the active labour force. In recent years the unemployed have represented an increasing proportion of those entering employment training. In 1995 the proportion of gainfully employed people or those threatened by unemployment was down to less than 7 %.

Figure 34 **Employment status of people prior to starting employment training**



SOURCE MINISTRY OF LABOUR

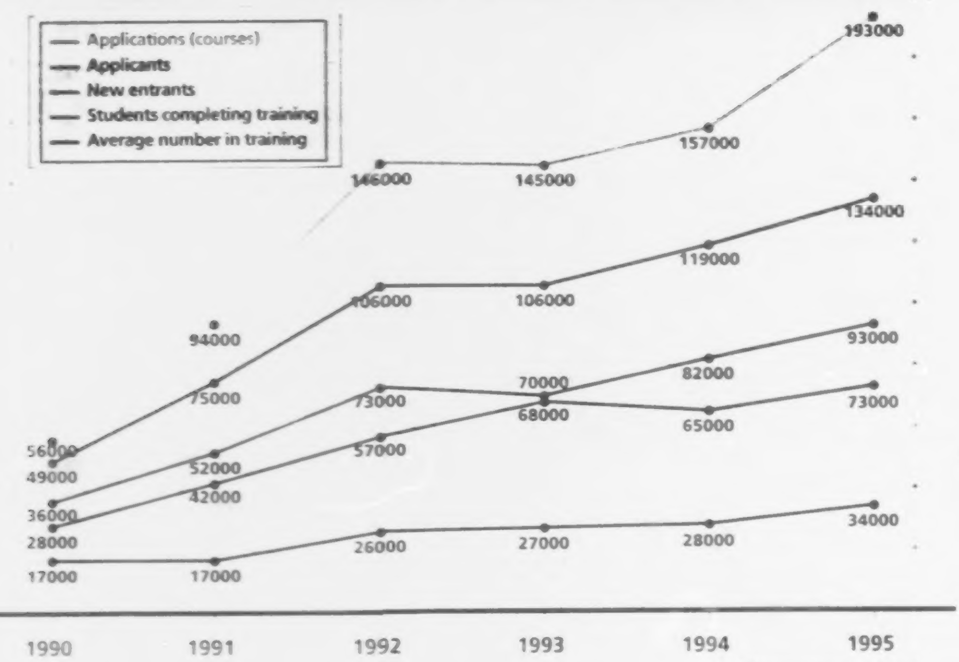
3.3.3.30

The administration of employment training is one of the responsibilities of the Ministry of Labour, which purchases the necessary training services on the basis of offers from educational institutions, universities and private organizations. Other public career and employment services supervised by the Ministry of Labour include employment exchange, career guidance and vocational rehabilitation.

3.3.3.31

With the continuing recession and high unemployment, the target volumes for employment training have been raised over the past few years. During 1991-1995 the volume of employment training has more than doubled, but even so the demand has not been fully met. The number of applicants has remained high, making it increasingly difficult for people to gain admission. In 1995, the number of new entrants was 93,000, and 73,000 completed training. The 1996 budget set the target at an average of 45,000 people in employment training.

Figure 35. **Employment training, 1990-1995**



SOURCE **MINISTRY OF LABOUR**

3.3.3.32
In 1995 over half of all employment training was purchased from vocational adult education centres; other educational institutions accounted for 28 % and universities for 6 %. Companies and other private organizations that do not come under the supervision of the education authorities accounted for the remaining 10% of employment training.

3.3.3.33
The most popular target occupations among people completing employment training in 1995 were administrative and clerical (25 %) and occupations in industry (19 %). 25 % have no target occupation and their training comprises preparation for working life, language instruction and, for refugees or foreigners arriving in Finland, inductive training.

3.3.3.34
Around 40 % of those completing employment training in 1995 had no prior vocational training. The proportion of those with a higher vocational training has increased with the growth of unemployment among white-collar groups and the better availability of training for these groups.

3.3.3.35
Women accounted for 46 % of those completing employment training. Basic vocational training or re-training accounted for 12 % of employment training, further and supplementary training for 53 %; the remaining 35 % consists of preparation for working life and other training.

3.3.3.36
Two-thirds or 65 % of those starting employment training in 1995 were aged over 30. One-third were over 40, which means that this is a significant target group for employment training. This age group also has a lower level of basic training than younger age groups. The most problematic group with regard to employment training are the oldest age groups with a low level of education who have been unemployed for more than one year. On the other hand, in contrast to the situation in most other EU countries, mass unemployment is a comparatively recent phenomenon in Finland, and the long-term unemployed have been in gainful employment for long stretches of time before losing their jobs. The long-term unemployed have not been very actively involved in employment training, but almost two-thirds have been in government-subsidized jobs. The Ministry of Labour has recently published its programme for combatting long-term unemployment as part of the government's employment programme for 1996-1999. In late 1995 the government appointed a committee to study ways of increasing the participation of the older population in working life.

3.3.3.37
Employment training is planned jointly by labour districts, provincial authorities, the Ministry of Trade and Industry's business service, regional councils and various interest groups in industry and business. The planning system is locally and regionally organized, which means it can respond flexibly and cost-effectively to changing needs on the labour market.

3.3.3.38
A legislative reform in 1991 made it possible for the labour authorities to make joint purchases of employment training services together with employers. Training is here tailored according to each company's specific needs, and the employer meets part of the training costs according to an agreed plan. Joint purchases are most typically used in the training of new recruits; they may also be used as an alternative to staff layoffs and in situations where training needs arise as a result of structural changes or technological development. The training may be implemented either in educational institutions, or it may be organized by the employer. In recent years the share of jointly purchased educational services in employment training has averaged around 6 %.

EMPLOYMENT AND GUIDANCE SERVICES

3.3.3.39
Legislation governing public career and employment services dates from 1994. Aimed at promoting professional growth and development, improving employment opportunities and guaranteeing access to a skilled workforce, these services are essentially about creating a healthier labour market. Another important objective is to make sure that the quantitative and qualitative supply of labour corresponds to the immediate and long-term needs of the labour market. Ongoing priority concerns are to improve the quality of service offered to employers, to increase self-service, to develop special commercial services for employers and to upgrade the service's computerized employment exchange system.

3.3.3.40
The employment service is primarily organized through employment offices, which during 1993 had a total of around one million clients. This figure includes people who were employed but looking for a new job. The number of employer-customers was around 70,000.

3.3.3.41
In addition to public employment offices there are also a number of private operators, out-placement companies as well as personnel management consultants. Private activities in this sector was made possible by the legislative reform in 1994.

3.3.3.42
Employment offices also provide career guidance, trying to help people with their career choices, professional development and with finding a job. Careers counsellors take into account the client's personal talents and abilities as well as the options available in the job and training markets.

3.3.3.43
The career guidance provided by the labour authorities is coordinated with the work of study counsellors at comprehensive schools (see para 3.2.11). Study counsellors will usually resolve most problems by the time students leave school, but even so there is an obvious need for the service provided at employment offices. The most important method of career guidance is personal counselling. Depending on the client's situation he or she will be consulted one or more times. Psychological tests are used where necessary. Other tests and medical examinations may also be required.

3.3.3.44

Psychologists specializing in career guidance are also at hand to provide personal counselling. Job applicants may be referred to the psychologist by their study counsellors, or they may make an appointment themselves. Employment offices also provide an information service on the various options open to job applicants both in further education and in the job market. Information sources include computerized data on training and occupations, various publications, brochures and videos. Some of the material can be borrowed for home reading.

3.3.3.45

In recent years the emphasis in career guidance has shifted increasingly towards helping adults who are in active employment. With an older clientele, career officers have had to pay greater attention than previously to health-related issues as well as questions related to changing jobs. One in two adult clients now contact career officers for health-related reasons; another large group of clients are those who are threatened by redundancy and who are planning to go into re-training.

3.3.4 Financing adult training

3.3.4.1

The sources and forms of financial aid available to students vary according to the type of training.

Table 13. **Financial support for adult trainees**

Type of training	Source of finance	Form of support
Self-motivated adult education and training	State, employer, municipality, student, Social Insurance Institution	National student financial aid, vocational training grant, special redundancy grant, apprenticeship grant
In-service training	Employer	Salary, per diem allowance
Employment training	State, employers,employees	Employment training allowance, labour market support, special redundancy grant
Rehabilitation training	Social Insurance Institution, insurance companies	Rehabilitation grant, rehabilitation allowance, compensation granted by insurance companies or the Insurance Rehabilitation Agency

SOURCE: SOCIAL INSURANCE INSTITUTION

1) Support for self-motivated adult education and training

3.3.4.2
The purpose of the various forms of financial aid for self-motivated education is to encourage people to educate themselves further. The most significant form of support is the national financial aid scheme for students, which consists of two types of aid, the regular student financial aid (see section 3.2.12 above) available to all students and the adult education aid available to adult students. Adult education aid is granted for a maximum period of two years. Applicants must be aged between 30 and 54 years, and it is further required that they have not studied on a full-time basis during the past five years. Regular student financial aid and adult education aid cannot be applied for simultaneously.

3.3.4.3
Adult education aid comprises a non-repayable study grant and housing benefit, plus a repayable study loan. The size of the study grant (which is currently FIM 1540-2800 per month) is dependent on the student's former earnings. The housing benefit covers 67% of the student's rent, but no more than FIM 134-854 per month. Beyond this, the government may stand surety for a monthly maximum of FIM 1800 for study loans at going rates.

3.3.4.4
In addition to adult education aid, adult students can apply for a vocational education and training grant and a special redundancy grant. These benefits are non-repayable. To qualify for a vocational training grant, applicants must be in regular waged employment. The special redundancy grant is intended for adults who have been laid off for economic or production reasons. The costs of both these benefits are met by the employer.

3.3.4.5
Adults who are in gainful employment can apply for release for training. Release for training refers to the time during which the employer has exempted an employee from his/her work to take part in training or to study. Workers whose full-time employment with one and the same employer has continued for over 12 months have the right to release for a total of 24 months, over a period of five years. The employer has the right to defer once the starting date of educational leave of absence by no more than six months should release at that time cause serious detriment to business or production. In small businesses the point of commencing educational leave of absence may be deferred more often.

2) Support for apprenticeship training

3.3.4.6
Apprentices are paid a salary or a per diem allowance for the time spent in on-the-job training. The salary is at least the same as the pay of a trainee as specified in the collective labour agreement for the field concerned. During their theoretical studies trainees are entitled to the following supports for self-motivated training - per diem allowance, family allowance, remuneration for travel, meals and accommodation expenses.

3) Support for in-service training

3.3.4.7
Employers cover the expenses of in-service training, i.e. the costs of the training itself, employees' salaries and per diem allowance. They also remunerate employees for extra costs due to the training.

4) Allowance for employment training

3.3.4.8
The allowance for employment training consists of a basic sum plus remuneration for accommodation and meals. The basic allowance, which is paid by the trade unions' unemployment funds, is dependent on the applicant's personal income prior to unemployment. Applicants with families are entitled to a higher family allowance. Trainees may also apply for remuneration for travel and other expenses from the employment offices. Trainees not eligible for unemployment benefit receive labour market support.

5) Support for rehabilitation training

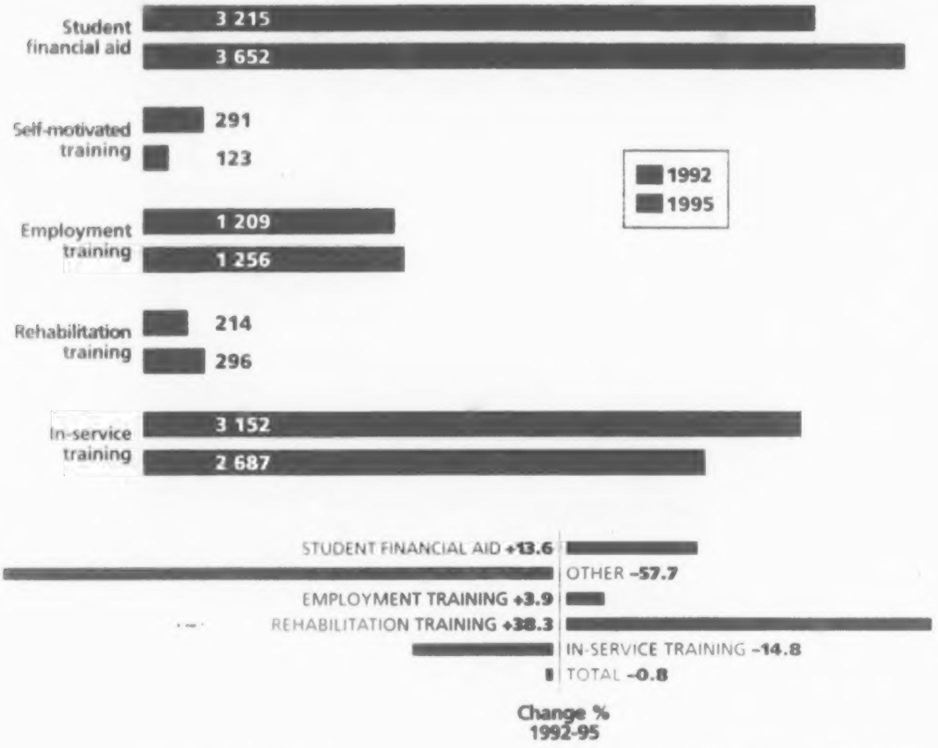
3.3.4.9
Rehabilitation training is designed for people whose ability to work and earn an income has been substantially impaired, due to illness or a handicap, but who can be helped through rehabilitation. The aid consists of a rehabilitation allowance and compensation for expenses due to study, travel and auxiliary equipment.

Table 14. **Trainees receiving financial support by type of training, 1992 and 1995**

	No. of recipients 1992	No. of recipients 1995	Change %
Self-motivated adult education	308 280	334 448	8.5
Employment training	66 250	85 800	29.5
In-service training	788 000	684 000	-13.2
Rehabilitation training	27 485	25 460	- 7.4
Total	**1 190 015**	**1 129 708**	**- 5.1**

SOURCE **SOCIAL INSURANCE INSTITUTION**

Figure 36. **Expenditure on adult training, 1992 and 1995, FIM million**



SOURCE SOCIAL INSURANCE INSTITUTION

3.3.5 Education and training institutions and the content of adult training

3.3.5.1
Adult education and training are organized in institutions within the regular school system, in institutions specializing exclusively in adult education, in training companies and at the workplace.

3.3.5.2
Finland has a comparatively dense network of institutions that provide adult education. There are more than 1,000 such institutions under the auspices of the education authorities. About half of the institutions provide education for both adult and young students; half are dedicated exclusively to adults.

3.3.5.3
The majority of adult upper secondary schools, adult education and training centres and vocational adult education centres are owned by local municipalities or federations of municipalities. In contrast, residential folk high schools and sports institutes, summer universities, study centres maintained by civic organizations and specialized vocational institutes are private institutions that are supported by public funds.

3.3.5.4
Vocational institutions account for over half of all the adult education offered through educational institutions. Vocational institutions include vocational adult education centres, specialized vocational institutes owned by the employers, and vocational institutes providing training mainly for young students. Maintained by municipalities, vocational adult education centres are found in bigger towns. Operations are financed by the sale of training services. A large part of the training offered by these centres is self-motivated training and employment training. They account for half of all vocational adult education arranged by educational institutions. Other vocational institutions, which are primarily intended for young students, provide the other half of vocational adult education.

3.3.5.5
The bulk of general adult education is provided by institutions of liberal education. Adult education centres primarily offer general adult education. Some institutions also offer short supplementary vocational training. The network of adult education centres covers the whole country. Most of them are maintained by local councils and serve local education needs, providing classes in art, foreign languages and practical skills. There are no entry requirements. Operations are partly financed through student fees.

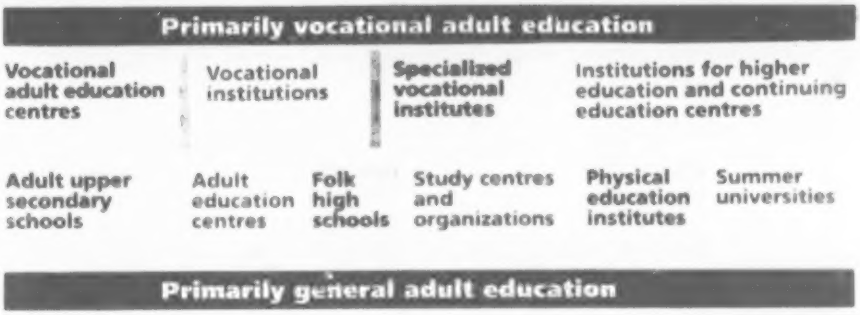
3.3.5.6
Folk high schools are private residential schools. Over one-third of the courses offered are long vocational education and training for adult and young students. Folk high schools also offer training for various cultural, social and leisure-oriented occupations. As well as education in arts and foreign languages, in recreational and leisure fields and other adult education, short training at folk high schools includes supplementary training in the administration and commerce, and social and health care, sectors.

3.3.5.7
Study centres are maintained by civic organizations and offer study circles, short courses and lectures. Depending on the students' interests and motives, training may be in the sphere of either general or vocational adult education. Educational services may also be provided on commission. Arrangements are flexible with regard to both time and place. Study centres and their regional offices and member organizations implement a significant proportion of training for shop stewards as well as other social adult education. Liberal education also includes training courses provided by physical education institutes, which, operating as residential schools, offer physical education and serve as training centres for athletes. Summer universities mainly provide open university instruction, vocational supplementary training and non-formal and leisure studies for adults.

3.3.5.8

Since the early 1990s there has been some overlap between the responsibilities of vocational and general education institutions in that the latter are now increasingly involved in basic and additional vocational education.

Figure 37. **How educational institutions relate to vocational and general adult education**

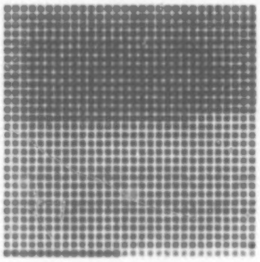

Primarily vocational adult education
Vocational adult education centres
Vocational institutions
Specialized vocational institutes
Institutions for higher education and continuing education centres
Adult upper secondary schools
Adult education centres
Folk high schools
Study centres and organizations
Physical education institutes
Summer universities
Primarily general adult education

SOURCE NATIONAL BOARD OF EDUCATION

3.3.5.9

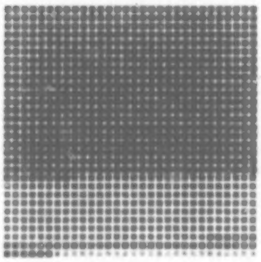
Vocational institutions, for their part, have increased the range of courses they offer in the field of general adult education. At the same time, the dividing line between vocational and general education has become more blurred. Vocational institutions have provided over half of all the adult instruction in recent years.

Figure 38. **Adult education institutions, attendances and teaching hours, 1995**



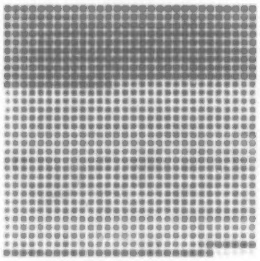
Institutions

■ General education institutions	540	(45.8%)
■ Vocational institutions	600	(50.8%)
■ Universities	19	(1.6%)
▨ Summer universities	21	(1.8%)
	TOTAL 1180	



Attendances

■ General education institutions	1 837 000	(67.5%)
■ Vocational institutions	683 000	(25.1%)
■ Universities	126 000	(4.6%)
▨ Summer universities	74 000	(2.7%)
	TOTAL 2720000	



Teaching hours

■ General education institutions	3 438 000	(31.4%)
▨ Vocational institutions	7 065 000	(64.6%)
■ Universities	373 000	(3.4%)
Summer universities	60 000	(0.5%)
	TOTAL 10 936 000	

SOURCE STATISTICS FINLAND

3.3.6 Numbers participating and changes over the past decades

3.3.6.1
Over the past couple of decades participation in adult education has more than doubled: between 1972 and 1995 the number of students in adult education and training has gone up from 0.7 to over 1.5 million. According to a survey in 1995 a large majority of the adult population (90 %) had participated in adult education at some point in their lives (see table below). The emphasis has shifted from general and liberal education towards vocational education and training.

3.3.6.2
Statistics Finland carried out major interview studies on adult education in 1980, 1990 and 1995. The results are comparable with earlier participation surveys. The tables below are based on data from these surveys:

Table 15. **Participation in adult education (age group 18-64)**

	1972 %	1980 %	1990 %	1995 %
During the year	20	32	47	48
At some point in their lives	56	77	87	90

STATISTICS FINLAND/UNIVERSITY OF TAMPERE

3.3.6.3
The most active participants are middle-aged, well-educated white-collar employees in major companies or the public sector. In general adult education, the differences between age groups are minor, but in vocational adult education the middle-aged are clearly more active than other age groups. Women have traditionally taken a more active part in general adult education than men.

3.3.6.4
People in the southern and northern parts of the country are the most active participants in adult education. In northern Finland (the provinces of Oulu and Lapland) opportunities for adult education and the level of participation have developed favourably and now exceed the national average.

3.3.6.5
There are some differences between urban and rural areas in terms of both participation in, and the supply of, education. The availability of vocational adult vocational is best in larger towns. Participation in general adult education is more frequent in rural areas than in towns. This is explained in part by the better supply of education and the denser network of educational institutions.

Table 16. Educational background of participants (as % of total, with this level of education)

Level of education	**1980**	**1990**	**1995**
Basic education	23	31	33
Upper secondary education	39	53	50
Higher education	53	78	75
Total population	**32**	**47**	**48**

SOURCE **STATISTICS FINLAND/UNIVERSITY OF TAMPERE**

Table 17. Socio-economic status of participants (as % of total of each group)

	1972	**1980**	**1990**	**1995**
Farmer	11	20	30	44
Other self-employed	20	19	40	37
Lower white-collar	45	50	83	66
Upper white-collar	40	56	68	77
Blue-collar	17	23	34	37
Student	33	33	45	49
Others	9	18	18	23
Total	**20**	**32**	**47**	**48**

SOURCE **STATISTICS FINLAND/UNIVERSITY OF TAMPERE**

Table 18. Gender of participants (as % of total population)

	1972	**1980**	**1990**	**1995**
Men	20	27	43	43
Women	21	37	52	53
Total	**48**	**32**	**47**	**20**

SOURCE **STATISTICS FINLAND/UNIVERSITY OF TAMPERE**

Table 19. Participants as % of total of age group

Year	**1980**	**1990**	**1995**
18-24	30	43	42
25-29	40	55	50
30-34	37	55	54
35-44	36	57	53
45-54	31	48	53
55-64	15	25	31
Total	**32**	**47**	**48**

SOURCE **STATISTICS FINLAND/UNIVERSITY OF TAMPERE**

Table 20 **Percentage of total population participating in adult education and training, by place of residence**

	1972	**1980**	**1990**	**1995**
Helsinki metropolitan area	30	38	55	54
Other southern Finland	19	29	47	47
Central Finland	20	32	42	45
Northern Finland	18	31	47	47
Urban areas	25	33	50	50
Rural areas	15	29	44	45
Whole country	**20**	**32**	**47**	**48**

SOURCE: *STATISTICS FINLAND/UNIVERSITY OF TAMPERE*

3.3.7 Education not under public supervision

3.3.7.1
Compared with certain other countries there is fairly little education in Finland that is not under public supervision, and the courses that do exist are usually short. Non-regulated education does not receive public financing, nor do students get financial aid. Also, organizations not under public supervision may not grant official diplomas and certificates. As far as students' legal safeguards are concerned, education services in this category are covered by consumer protection legislation.

3.3.7.2
Students partaking in these forms of education are, however, allowed to take part in supervised examinations to demonstrate their professional skills, regardless of how they have acquired those skills.

3.3.7.3
In all, there are over 1,000 private training firms in the country. These are typically small-scale, highly specialized operations involving no more than a few people; examples are provided by computer, driving, language, art, music and dancing schools. Private companies offer courses to teach hairdressing, beauty care and massage.

3.3.7.4
Perhaps the biggest education sector not under public supervision is represented by training in business management and marketing. There is also quite extensive training in the fields of organizational development and industrial safety. In-service training provided by companies may also be slotted in to this category.

3.4 Special education and training for specific target groups

3.4.1 Special education

3.4.1.1
Special education caters to groups who due to injury or disability, illness or some other reason are unable to cope in vocational training without special help.

3.4.1.2
Special vocational education and training is provided by specialized vocational institutes and in all mainstream vocational institutions. Training is arranged both in special groups and in the same groups as other students. Instruction is based on the national core curricula: the curricula for individual schools and study programmes for individual students are drawn up within the framework of those guidelines. The objectives, structure and duration of training can be adjusted where necessary.

3.4.1.3
Disabled students may receive extra social benefits and help with rehabilitation. This, however, is another area where there remains room for improvement: vocational institutions need to step up cooperation with other organizations to provide good comprehensive rehabilitation.

3.4.1.4
There are 15 specialized vocational institutes in Finland. They are intended for seriously disabled people of all ages who would have difficulty in studying in mainstream vocational institutions. Training is provided in the sectors of technology, administration and commerce, hotel, catering and home economics, and horticulture. Teachers and other staff at specialized vocational institutes have special qualifications.

3.4.1.5
Specialized vocational institutes serve as development centres in the field of special education, providing guidance and assistance to other vocational institutions in matters related to special education. However, the demand for these services has so far been quite modest.

3.4.1.6
In recent years special vocational training has been rapidly expanding within the sphere of mainstream vocational training. The number of students receiving special education in vocational institutions has doubled compared with the late 1980s. Two-thirds of the students receiving special education at mainstream vocational institutions studied in integrated groups. The biggest single group receiving special education in vocational institutions was that with an adapted comprehensive schooling. However, special education provided within those institutions is quite narrowly focused on a given set of occupations. The aim now is to give disabled groups better access to a wider range of occupations.

3.4.1.7
Legislation on vocational education and training aims to ensure that the whole age group is given the opportunity to enter vocational training and employment. In

recent years the volume of special vocational training has been increasing and the number of student places in special education has accordingly been increased. Special education is supported by increased state subsidies, which make possible the provision of the necessary supportive services.

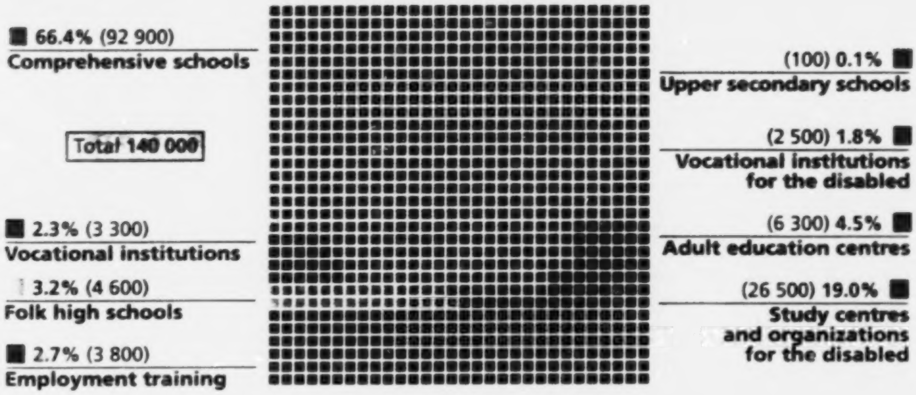
3.4.1.8

For the purposes of career and employment services, a disabled client is defined as a person whose ability to find a suitable job, to keep that job and to advance, is substantially impaired due to a diagnosed illness, disability or injury. Vocational rehabilitation services include career guidance, employment training, guidance related to job and educational placement, rehabilitation examinations, job and training experiments as well as subsidies for the provision of appropriate working conditions.

3.4.1.9

High unemployment puts the disabled at a definite disadvantage in the labour market. In 1994, 5.5 % of all job applicants were disabled. The problem is specifically addressed in the government's employment programme for 1996-1999, which sets out annual targets for the employment of disabled people.

Figure 39. **Young and adult students in special education and training by type of progamme and institution, 1994**



SOURCE NATIONAL BOARD OF EDUCATION

3.4.1.10

The Finnish system of special education is quite advanced even by international standards. Although there still remain some problems that need to be sorted out, at least the system can cater for the special education needs of the entire age group. A priority concern has been to ensure equal access to special education, and that objective has been pursued by way of integration. At the same time, however, some of the education services for the severely handicapped are provided in separate units (such as specialized vocational institutes and special folk high schools) so that existing rehabilitation resources can be fully utilized.

3.4.2 Adult education for the Sami people

3.4.2.1
The economic structure of the Sami area in northern Finland is very similar to that of the rest of the country. All the same, many forms of primary industry such as reindeer husbandry, fishing, hunting and berry-picking are also important sources of income to the Sami people. The educational centre of the Sami area provides services specially tailored to the needs of this area. Vocational education and training is organized with special regard to Sami traditions and the preservation of the area's natural economy.

3.4.2.2
Ongoing work to amend the constitution will assure the Sami people the right to maintain and develop their own language and culture. The cultural autonomy of the Sami people will be further safeguarded by administrative measures.

3.4.2.3
Comprehensive school imparts instruction in the Sami language, and it has been possible for students to be taught in Sami for almost 20 years. In recent years the position of the Sami language has considerably improved. Today both Finnish- and Sami-speaking students can take Sami language courses of varying degree of difficulty (from foundation courses to university studies). Adult education centres also arrange short courses for adults in the Sami language.

3.4.3 Adult education for the Romani people

3.4.3.1
Adult education for the Romani people has comprised either employment training or training financed by the education authorities. Employment training has included training and instruction in the Romani language and culture as well as courses to improve adult literacy.

3.4.3.2
Vocational education and training intended specifically for the Romani people has been available in their more traditional occupations, such as sewing and horse-breeding. Other courses have included school assistant, upholstery, introductory and advanced courses in music, drama courses as well as courses in arts and crafts and entrepreneurship in small and medium-sized enterprises. In the future, the emphasis will no longer be on special courses for the Romani people but on courses integrated with mainstream education.

3.4.4 Adult education for immigrants

3.4.4.1

Immigrants may take part in mainstream vocational education and training, provided that they know enough Finnish and otherwise have the necessary prerequisites to do so. Foreign students enjoy the same social benefits as Finnish students. In 1994 there were about 4,200 foreign students registered at vocational institutions in Finland, of whom 2,900 were in adult vocational training. As a rule, immigrants attend mainstream instruction in Finnish/Swedish with other students. Some institutions have been in a position to offer foreigners additional training and short preparatory courses. Separate mother tongue instruction may also be arranged.

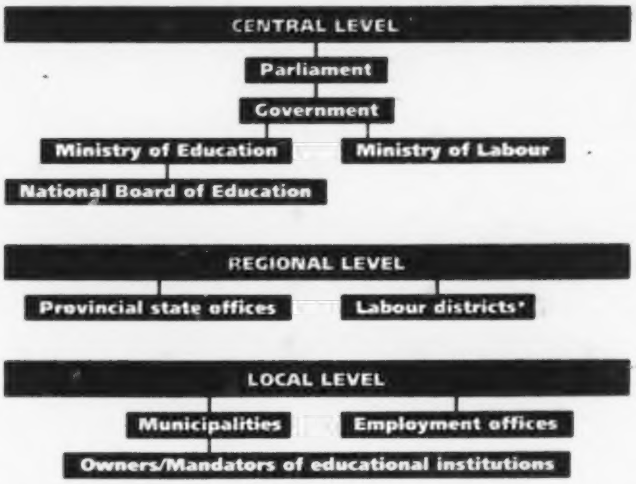
Chapter IV The administrative and financial framework

4.1 Administration of education and training

4.1.1

The Finnish system of public administration is currently being reformed: normative regulation is being pruned, levels of decision-making are being reduced and decision-making authority is being transferred further down in the hierarchy of administration. The National Board of Education is also affected by these changes. The levels of education and labour administration in Finland are as follows:

Figure 40. **Administrative framework**


CENTRAL LEVEL
Parliament
Government
Ministry of Education
Ministry of Labour
National Board of Education
REGIONAL LEVEL
Provincial state offices
Labour districts*
LOCAL LEVEL
Municipalities
Employment offices
Owners/Mandators of educational institutions

*from September 1997, labour and industry centres

4.1.2

The parliament passes laws and decides, within the framework of the national budget, on the allocations for education. The general principles of education services under public supervision are embedded in the relevant legislation.

4.1.3

The government decrees specifying legislation and makes long-term decisions concerning educational policy. The government also decides on the general principles of education planning and development.

4.1.4

The Ministry of Education is the highest educational authority. The Ministry prepares educational legislation and drafts general principles concerning education. It is also responsible for the strategic management of education. Additionally, the Ministry decides on the quantity, structure and regional distribution of education. The Ministry is assisted by advisory councils consisting of representatives of various interest groups.

4.1.5

The National Board of Education is an expert agency subject to the Ministry of Education. It is responsible for developing education as well as for evaluating and promoting the efficiency of education. In addition, the National Board of Education assists the Ministry in preparing educational policy decisions. Higher education does not belong to its sphere of responsibilities.

4.1.6

Provincial state offices are local authorities subordinate to central government. Provincial state offices have the general responsibility of furthering the development of their region. This includes decision-making, within the guidelines issued by the Ministry of Education, on the supply of education in the province. In addition, the provincial state office has certain other duties regarding education. In the field of self-motivated vocational adult education, provincial state offices decide on the distribution of allocations from the national budget to adult education. Decisions on the allocation of employment training are made by the labour authorities through their district organization.

4.1.7

Most vocational institutions in the country are maintained by municipalities, whose statutory duty is to organize apprenticeship training. Other adult education is based on the independent initiative of local municipalities.

4.1.8

Finland is divided into 13 labour districts (from September 1997, 15 labour and industry centres), which run a total of 186 employment offices that have access to a computer database covering the whole country. As well as providing career and employment services, employment offices have the general responsibility for improving employment.

4.1.9

In Finland the social partners are involved in the planning and development of education at both the national and local level. Under the auspices of the Ministry of Education, the consultative committee for educational planning seeks to anticipate future developments in different trades and industries and on this basis submits its views on educational policy lines. Under the Ministry of Labour, the consultative committee for labour policy has a section devoted to education and training which is responsible for the planning and development of labour services and employment training. The training committees under the National Board of Education are responsible for the development of vocational education and training for young people and adults; represented on these committees are the social partners, teachers and researchers from the respective fields. Qualifications committees are in turn responsible for the development of qualifications in the field of adult education, preparing national core curricula within their respective fields and organizing examinations.

4.1.10

Central social partner market organizations have entered into agreements on education and training relating to all major fields of employment. These form the basis for virtually all collective bargaining contracts. The agreements define terms of employment as well as of personnel training and training of shop stewards. Individual companies may have their own arrangements that are not based on any agreement in the collective bargaining contracts.

4.1.11
Vocational institutions may have one or several consultative committees, whose job it is to promote the activities of educational institutions and to improve connections with local industries and businesses. Represented on the consultative committee are the social partners as well as individual employers.

Supervision of the qualifications structure and contents of education

4.1.12
State control (at both central and regional level) over the qualifications structure and contents of education is most pronounced in basic general and vocational training. University degrees and other higher qualifications are defined by law. Decisions on the qualifications structure of basic and further vocational training are made by the Ministry of Education. Decisions on the qualification structures for young and adult students are made separately. The Ministry of Education also confirms the qualifications structure and training programmes for AMK institutions.

4.1.13
The contents of basic vocational training and basic general education are regulated by the education authorities, who endorse the national core curricula and the guidelines for proficiency tests (i.e., the qualification requirements).

4.1.14
The Ministry of Education confirms the general admission requirements for basic and further vocational training. The requirements define the age-limits and other general regulations. The education authorities also determine the maximum and minimum length for further vocational training. The state does not regulate the structure, aims or contents of liberal education or supplementary vocational training.

Supervision of the quantity and financing of education

4.1.15
The state regulates the quantity of education for young people by setting quantitative targets for different regions, education sectors and language groups. The quantity of adult education is mainly regulated by means of financing. The state is the prime financer of adult education organized by statutory institutions and, to some extent, of adult education provided by civic or commercial organizations.

Supervision of statutory institutions

4.1.16
Educational institutions under state supervision are regulated by a rather uniform legislation.

4.1.17
The government or the Ministry of Education grant permission to establish educational institutions and decide by reference to the need for education whether these will be granted financial support by the state. For each type of institution a

primary form (or forms) of operation is defined together with other possible forms of activity to which the institution may be entitled.

4.1.18
If the institution is authorized to arrange education leading to a certificate, it is assigned to an authority which will issue further instructions and regulations concerning the contents of such education. The general principles for the administration of educational institutions and the required qualifications of the principal and permanent teaching staff are defined by law.

4.2 Financing education and training

Main principles

4.2.1
The financing of educational institutions is enjoined on the owners/mandators, who receive state subsidies towards the cost of establishing and running their institutions. The basis of financing is the same regardless of the form of ownership. State subsidies towards running expenditure are granted on the basis of flat rates, which are confirmed each year per student, teaching hour or other unit. The flat rates for comprehensive schools and upper secondary schools are confirmed separately in each municipality, whereas the rates for vocational education and training are confirmed for individual educational institutions or institution categories.

4.2.2
The proportion of the Ministry of Education in the national budget in 1994 was about 14 % of all state expenditure. In real terms expenditure has dropped between 1992 and 1994 by some 14 %.

Table 21. **Distribution of public expenditure in 1996**

	FIMmillion
Ministry of Social Affairs and Health	47 816
Ministry of Finance	26 671
Ministry of Education	26 370
Ministry of Agriculture and Forestry	12 988
Ministry of Labour	11 959
Ministry of Defence	8 835
Ministry of Transport and Communications	7 744
Ministry of the Interior	6 287
Ministry of Trade and Industry	5 126
Ministry of the Environment	4 033
Ministry for Foreign Affairs	2 930
Ministry of Justice	2 358

SOURCE **MINISTRY OF FINANCE**

Table 22. **Allocations within education, 1996**

	%	FIM million
Higher education	20	5300
Student financial aid	13	3400
Adult education	10	2600
Vocational education and training (for the young)	17	4600
Comprehensive schools, upper secondary schools	27	7200
Other	13	3400
Total	**100**	**26500**

SOURCE: **MINISTRY OF EDUCATION**

4.2.3
The distribution of responsibilities and authority between central government and local municipalities was significantly changed at the beginning of 1993. The financing system was reformed to make it easier for state aid recipients to operate more flexibly and efficiently and to reduce administrative work. Regulation and supervision were relaxed.

4.2.4
Within the field of education, the reform facilitated the transfer of decision-making authority to the owners/mandators of educational institutions. The purpose of the reform was to increase cost-awareness and efficiency by discarding the old system of state subsidies based on expenditure in favour of flat rates paid to local municipalities on a fixed scale. The introduction of the flat-rate principle also contributed to improved manageability and predictability.

4.2.5
State subsidies to local municipalities are allocated according to educational sectors and forms of educational institution; the decision on how these resources are distributed within the different sectors is made by the municipalities themselves. The level of subsidies is not dependent on outcomes.

4.2.6
Students are free to seek entrance to any upper secondary institution. When a student attends school in a municipality other than the one in which he or she is permanently resident, the student's home municipality has a statutory obligation to defray the owner of the school the difference between the home municipality's fixed flat rate and the grant paid by the state.

Financing vocational education and training for young people

4.2.7
The system of state aid towards the running costs of education and cultural activities was renewed at the beginning of 1993, which saw the entry into force of a new act relating to the financing of education and culture. The act applies to

virtually all forms and task areas of primary and secondary, as well as certain forms of adult, education (e.g. adult upper secondary schools and adult education centres). Separate legislation provides for the financing of folk high schools, apprenticeship training and vocational adult education centres.

4.2.8
The financing of vocational education and training is divided between the state and municipalities. In 1994 the average cost per student was FIM 34,000, of which the state covered almost 60 %. Any costs exceeding the fixed scales are covered by the owners of the institutions. The financing of AMK institutions follows the same principles as the financing system for vocational institutions.

4.2.9
The state aid towards education and cultural activities is paid to the owners monthly as a block grant. The government does not monitor the use of the funds awarded, but the owners decide for themselves on the allocation of resources and the standards of services offered, and how they are implemented and paid for. The aim of the system is to transfer the right of decision to the local level and in this way to make operations more effective.

4.2.10
The financing of vocational education and training in Finland is based on a fixed flat rate and on the number of students in the educational institution. Work is under way to develop the existing financing mechanisms so that the level of state subsidy would be dependent on the outcomes of education. One of the indicators envisaged is the placement of students in the labour market.

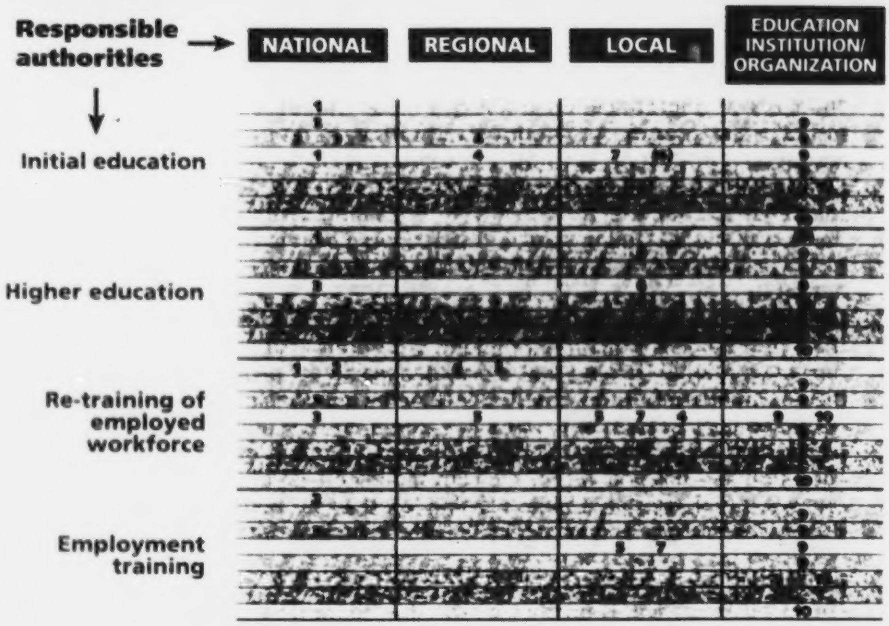
4.2.11
Schooling is for the most part free of charge. Students have free lunch every day, but they usually have to pay for their textbooks and other study materials. Students may be paid for the on the job training they do in connection with their education.

Financing of adult education

4.2.12
The main task areas of vocational adult education and the parties responsible for financing in different sectors were defined in the late 1980s. In the case of in-service training, responsibility for financing lies with the employer; in self-motivated vocational training with both the education authorities and the students' home municipality; and in the case of employment training with the labour authorities.

4.2.13
Since the late 1980s the aim of the education authorities has been to secure a broader basis for financing adult education, to supply adult education according to demand, and to guarantee students a basic income according to their living situation rather than type of education. This means that adult education institutions can obtain financing from various sources, such as the labour authorities (employment training), the education authorities (self-motivated vocational training, general adult education, adult education at higher education institutions and apprenticeship training) and from employers (in-service training).

Figure 41. The administrative framework


Responsible authorities
NATIONAL
REGIONAL
LOCAL
EDUCATION INSTITUTION/ ORGANIZATION
Initial education
Higher education
Re-training of employed workforce
Employment training

1. Ministry of Education
2. Ministry of Labour
3. National Board of Education
4. Provincial state offices
5. Labour districts
6. Municipalities
7. Employment offices
8. Local authorities responsible for apprenticeship training
9. Educational institutions
10. Individual companies and organizations

Function

System regulation

Definition of contents

Evaluation and certification

Information and guidance

Delivery through

educational institutions or training centres only

apprenticeship contracts

self-education

at work place only

( ) Organization in brackets does not play a major role

4.2.14
Vocational adult education centres are operated on the principles of management by results, which means that they finance their operations chiefly by selling education services. The bulk of these services are sold to the public sector.

4.2.15
The costs of apprenticeship training are met almost entirely by the state. State subsidies are granted to the local authorities, who purchase the training from educational institutions and private companies. The employer pays the student a salary and the national insurance contributions. Employers may receive compensation for the costs involved in training given on the job. During their theoretical studies students are entitled to social benefits.

4.2.16
Self-motivated vocational training is organized for adults who want to upgrade their professional skills independently, regardless of their employer. Basic and further vocational training that is provided mainly for people over 25, is financed by the education authorities, the students' home municipalities and the owners of the educational institutions and, to a small extent, by the students themselves. The level of state financing is determined on the same grounds as financing for vocational education and training within the corresponding type of educational institution. In contrast, supplementary training lasting less than six months is funded by the adult students themselves and in part by the education authorities.

4.2.17
Employment training is purchased from the educational institutes and paid by the labour authorities. Social benefits are available for people taking part.

4.2.18
The financial support available to the provider of training and to the individual student is dependent on the type of education (i.e., self-motivated vocational training, employment training, in-service training or rehabilitation training). Funding is provided by the state, the employers, local authorities and students.

4.2.19
In-service training is provided by the employer, who covers the expenses, i.e. the costs of the training itself, the employees' salaries and per diem allowance. They also remunerate employees for extra costs due to the training.

4.2.20
Rehabilitation training is intended for people whose ability to work or earn their income has been substantially impaired due to illness or a disability but who can be helped through rehabilitation. This form of training is financed by the Social Insurance Institution or insurance companies. The aid consists of a rehabilitation allowance and various compensations.

4.2.21
Adult students who have previously been gainfully employed may obtain financial aid, the amount of which is dependent on the applicant's personal income prior to commencing studies. Various subsidies are currently available for adult students, but the long-term plan is to try and harmonize them.

Chapter V Qualitative aspects

5.1 Management by results and evaluation

5.1.1
Finnish public administration is currently being reformed with a view to creating leaner decision-making structures. This has implied the adoption of the principles of management by results, which have been embraced to varying extents in different educational institutions.

5.1.2
In Finland education and training is still widely considered the responsibility of the public sector.

5.1.3
The decision-making process aimed at raising the standards of training and education relies heavily on the evaluation of outcomes and on self-evaluation by educational institutions. The measurement of outcomes relative to the targets set help to highlight the key problems that require new, different solutions.

5.1.4
Responsibility for operational development now lies increasingly with the local level. At the same time, the changes that have taken place increase the risk of wider gaps opening up between different regions and different institutions as well as between individual students. Management by results may also mean that attention concentrates on quantitative results and that the underlying processes and structural factors leading to those results are neglected. Teachers, other staff members, students and various interest groups can all play a crucial role in improving these neglected qualitative processes.

5.2 Qualifications

5.2.1
The basis for Finnish education policy and quality assurance in education has long been provided by the following structure of national qualifications standards:
- general education qualifications, basic vocational qualifications, and degrees and qualifications in higher education (see para 2.3);
- the further vocational qualifications system within continuing vocational education, including proficiency tests (see para 3.3.2);
- national qualifications guidelines/national core curricula related to qualifications (see para 3.3.2.4); and
- (most recently) language examinations in foreign languages (see para 3.3.2).

5.2.2
Vocational qualification refers to the completion of certificate-oriented studies and the related tests specified in national legislation or in a decision made by central administration. The content of the training programmes is determined in the national core curricula or the national qualifications guidelines, on the basis of which educational institutions draft their individual curricula. Adult students work closely with their teachers to plan their individual study programmes. Programmes may end in one or more concluding projects. In addition, on an experimental basis results may be evaluated through national tests.

5.3 Permission to establish institutions

5.3.1
Another means of quality assurance in vocational education and training (apart from the qualifications system) is that the right to grant to a municipality, federation of municipalities, or a voluntary association or foundation, permission to establish a vocational institution or vocational adult education centre is restricted to the government. In its decision the government must also specify the educational function of the institution concerned. In addition, a permit issued by the Ministry of Education is required for substantial changes to that function; in the case of an adult education centre the permit must be issued by the government.

5.4 Teachers' qualification requirements and teacher training

5.4.1
The qualification standards required of teachers is a further tool of quality assurance and improvement in vocational education and training. At both vocational and general education institutions, teachers must have the relevant qualifications plus a pedagogical education, and must master the subjects to be taught. At vocational institutions, teachers are required to hold an academic or post-secondary degree in the field concerned as well as one to three years of work experience.

5.4.2
Teacher training can be completed within 1-3 years. It consists of general pedagogy, subject-pedagogical studies and practical training. The studies may be completed at a vocational teacher training college or at university, depending on the field of study; at university the studies may be completed as part of the qualifying exam or as separate studies. Vocational teacher training provides the same pedagogical qualification to teach at all vocational institutions. The length of pedagogic teacher training is 35 study weeks, apart from teachers for technical colleges, whose course programme comprises 20 credit units.

5.4.3
The contents of teacher training take into account aspects of teaching both young and adult students. There is no separate pedagogical training for prospective teachers in adult education, but during their training students may specialize in adult education. After completion of their studies, students may further specialize as student counsellors or special teachers.

5.4.4
Given the rapid pace of change both in the world of work and in education, it is essential that intensive supplementary training, both pedagogical and subject-related, is available to teachers. Teachers at vocational institutions are required to take part in supplementary teacher training on a regular basis; the norm is an average of five days each year. Supplementary training is arranged at universities, vocational teacher training colleges and various organizations providing

supplementary training. In areas deemed crucial from the point of view of education policy, the National Board of Education provides training for the management and teaching staff of educational institutions. The aim of this training effort is to facilitate the implementation of the government's and parliament's decisions and to promote the attainment of outcome targets set by the Ministry of Education and the National Board of Education.

5.4.5
Examined from the point of view of liability for costs, a distinction can be made between

- self-motivated training, in which the liability for costs lies with the individual teacher but for which government subsidies are available;
- in-service training for teaching staff, in which the liability for costs lies with the owner of the educational institution and in which government subsidies are paid on the basis of agreed norms; and
- training dictated by education policy, in which the liability for supervision and financing lies with the state, primarily the National Board of Education.

5.4.6
During 1996 the government planned to invest a total of FIM 30.5 million (approx. 5m ecus) in supplementary teacher training. Priority areas include:

- information technology
- internationalization
- science and mathematics
- life-long learning
- integration of training and work
- prevention of the exclusion of young people

5.5 Evaluation and quality development

5.5.1
The mechanisms described earlier in this chapter provide the formal framework for quality assurance in education. A more dynamic and interactive approach that takes closer account of the needs and requirements of clients and interest groups is required to ensure that the work to maintain and raise the quality of education and its evaluation can continue.

5.5.2
The evaluation of education outcomes and the quality of education have attracted considerable attention in recent years, and during the early 1990s there have been a number of development programmes and pilot projects in these areas. The main concern in the evaluation of outcomes in the education sector is with the attainment of the goals set for education and teaching as well as with the operation of the education system. The evaluation of outcomes is based on follow-up data, research results, expert opinion and comparative international data.

5.5.3
Responsibility for national and international evaluation projects lies with the National Board of Education. At the national level, the monitoring and evaluation

focuses on the targets set within the relevant decrees and the national core curricula. For this purpose the Board has created a set of indicators that describe the outcomes of education by measuring efficiency, effectiveness and economy. Evaluations are also carried out at the regional level.

5.5.4

The umbrella concept of outcomes, as applied for evaluation purposes in the education sector, comprises three dimensions: effectiveness, efficiency and economy.

Table 23. **Outcomes of education**

Efficiency of education system	Effectiveness of education	Economy of operations
Fluency, flexibility, time	Individual growth, educational achievement, needs of labour market, cultural development	Development of education resources, cost structure, alternative modes of production

SOURCE NATIONAL BOARD OF EDUCATION

5.5.5

The outcomes of the education system need to be evaluated for the whole country from these three angles. Evaluations focusing on specific aspects in individual branches are carried out at regular intervals. The results of evaluation are used in decision-making concerning the network of educational institutions. The structure and density of that network are crucial factors as far as quality education is concerned. Further aspects on which it is important to have information are the national core curricula and national qualifications guidelines as well as the outcomes of the proficiency test system.

5.5.6

Educational institutions also evaluate their own operation by using models specifically designed for this purpose. New national end-of-programme examinations are being planned for certain branches of vocational training in order to assess learning results and to create uniform standards. In educational institutions the targets are set independently within the framework of the national core curricula / national qualifications guidelines. Self-evaluation within educational institutions has started up quite successfully. The focus in self-evaluation is always on aspects that are directly relevant to prevailing outcome targets.

5.5.7

Evaluation is carried out in close cooperation with research institutes and universities at home and abroad. In order to keep track of developments in Finland in relation to trends elsewhere in the world, it is essential to carry out international comparisons and to develop new indicators.

5.5.8

The themes and targets of evaluation vary from year to year. Recently the National Board of Education conducted an extensive evaluation of the new basic qualification in the social and health care sector, i.e. the assistant nurse. In addition, evaluations have recently been conducted of the forestry sector; special education (in the sphere of both general education and vocational training); and adult education centres.

5.5.9
The models and approaches applied in evaluation programmes and in quality development projects have been very much influenced by various management ideologies and evaluation studies. In quality-oriented evaluation, attention is focused on the quality of the outcomes, processes and structures as well as on their continued development. The role of the end-user, the client, the learner and various interest groups is also crucial.

5.5.10
Many educational institutions have made use of quality systems for self-evaluation purposes. Several adult education centres and technical colleges have applied the ISO 9000 quality system; some institutions have based their evaluations on the premises of work research. The outcomes-oriented approach has been widely adopted as well; health care institutions, on the other hand, have among others adopted a value-oriented approach. The principals of AMK institutions decided in spring 1994 that all AMK institutions should launch quality development projects.

5.5.11
As yet there exist no mechanisms for the allocation of state funding to educational institutions according to outcomes and effectiveness. However, there are plans to introduce more systematic procedures for rewarding institutions that turn out good results and a quality performance. Preliminary models have already been tested in technical colleges, and the purpose now is to put together a reward model for more widespread application in vocational training.

5.6 Research in vocational education and training

5.6.1
Public administration in Finland relies in its decision-making on a wide range of sources, one of which is research. Research in education and training is financed and organized by both education and science units in central government. Academic research is coordinated by the Ministry of Education, although some areas (such as research on the effectiveness of education) are the responsibility of the Academy of Finland. Other areas of research are divided between the Ministry of Education and the National Board of Education.

5.6.2
The Ministry of Labour and labour districts have provided research funding for the evaluation and follow-up of employment training. In 1993-1996, the Ministry of Labour financed a major project to monitor the effectiveness of employment training. In general the growth of employment training has generated growing interest among researchers in this field.

5.6.3
There are two major research institutes specializing in issues of education, viz. the Institute for Educational Research at the University of Jyväskylä and the Research

Unit for the Sociology of Education at the University of Turku. The Institute for Educational Research was founded in 1968 as part of a campaign aimed at creating the University of Jyväskylä. Another underlying motive was that the education authorities needed to have reliable data for weighing different options in the process leading to the school reform as well as for monitoring the implementation of the reform.

5.6.4.

The Research Unit for the Sociology of Education started up in 1989. It was created above all to give a boost to multidisciplinary research into the education system, research concerned with the links between training and the labour market, and international comparisons.

5.6.5

Research into vocational education and training is also carried out at various pedagogic and social science departments and research institutes. The Work Research Centre and the Research Centre for Vocational Education at the University of Tampere as well as the Centre for Activity, Theory and Developmental Work Research at the University of Helsinki Department of Education have been particularly active, producing an abundance of useful information for the development of vocational training. In short, the field of education research is quite fragmented: researchers specializing in questions of vocational training are scattered around the country in separate institutions, but there are no institutes specializing in research on vocational training and education.

5.6.6.

In addition to the basic research work done by universities, major sources of funding in education research include the National Board of Education, the Ministry of Education and the Academy of Finland. During 1995, the Academy of Finland launched a research programme on the effectiveness of education, with the support of the education and labour authorities. A large number of researchers are involved in the studies carried out under the umbrella of this programme.

5.6.7.

Given the strong orientation in Finland to institution based training, it is hardly surprising that research into vocational education and training has tended to concentrate on the pedagogical aspects and on teaching situations. There has been no systematic research effort to study the qualitative aspects of education planning or educational innovations, nor any systematic distribution or utilization of the research results produced.

Chapter VI Trends and perspectives

6.1 General

6.1.1

In a world of rapid technological change and continuous social upheaval, one of the main challenges that faces educationalists and education policy-makers today is to monitor and analyse those changes so that their impacts can be better taken into account in the further development of education. This in fact is what Finland has been doing, to an ever greater extent, over the past few years. From a rigid and highly centralized system of top-down administration Finland has moved towards a more flexible system of informed decision-making that relies on the evaluation of outcomes.

6.1.2

An important part of this policy has been to encourage educational institutions to work more closely with other institutions in different fields and at different levels of the education system, as well as with employers. Another central concern has been to offer students a wider range of choices and to promote closer interaction with the surrounding community, its culture and organizations in the labour market. Finland's membership of the European Union has given a further boost to the concept of comprehensive development in cooperation with local businesses and organizations.

6.1.3

The decentralization of decision-making, which has meant much greater autonomy for educational institutions themselves and for their owners/mandators, has also opened up a whole new vista for the development of education. It is widely recognized that the emphasis on creativity, innovation and entrepreneurship in education and research is crucial to upholding Scandinavian social welfare systems as they are today.

6.2 Development plan for 1995-2000

6.2.1

Once every four years, the government adopts a new plan for the development of education as well as the development of research in institutions of higher education. The plan for 1995-2000 was adopted in December 1995. Over the next five years, legislation on education will be completely overhauled: what now is a collection of separate acts will be harmonized in a uniform body of legislation.

6.2.2

The development plan sets out the basic principles for the development of education. Key criteria in the five-year plan are high quality, educational equality and the principle of life-long learning.

6.2.3

The supply of vocational education and training is to be increased during 1996-1998. In keeping with the targets set out in the government's employment programme, some 9,000 new student places will be made available in potential growth sectors. In selection procedures, young people who have no vocational qualifications will be given preferential treatment. Vocational and higher education institutions are charged with the responsibility to promote the employment of students and to monitor placement. All institutions must monitor and evaluate their own performance.

6.2.4

The number of student places must be sufficient to accommodate the entire age group completing comprehensive school in post-secondary education. Around 60-65% of the age group should be offered a place at an AMK institution or university.

6.2.5

The reform of post-secondary vocational qualifications will be completed by the year 2000. The number of qualifications is to be significantly reduced and the vocational programmes leading to those qualifications will be broadened. All qualifications will require a minimum of six months' practical learning on the job. Most programmes will take three years to complete. An experiment will be launched to combine theoretical studies at school with on-the-job learning (much in the same way as in apprenticeship training) into a three-year (2+1) vocational programme.

6.2.6

The student financial aid system is to be overhauled to make education a more attractive option. If possible, financial aid for students aged 18-20 will be increased to the same level as the aid granted to students over 20.

6.2.7

The AMK reform will be completed during the five-year plan. The bulk of what today is post-secondary education is to be upgraded and reorganized under AMK institutions. The post-secondary level, in its present form, will be scrapped. There will be a total of some 30 AMK institutions across the country.

6.2.8

Within the sphere of adult education equal attention is to be paid to the development of general education and vocational training. Continuing vocational education for specific skills will be organized mainly in the form of certificate-oriented training leading to further and specialist qualifications. The qualifications system will be expanded to comprise all key areas of special expertise.

6.3 Closer links with the labour market

6.3.1

A major concern in the development of adult education over the next few years is to intensify exchange and cooperation between educational institutions and the labour market. The great majority of vocational education and training in Finland takes place in educational institutions; practical training on the job has received less attention. The purpose now is to strengthen these links between training and the labour market and the role of employers in the planning, implementation and evaluation of education.

6.3.2
The links between vocational institutions and the labour market is also a focal issue in evaluations carried out during 1996. Several development and evaluation projects concerned with this subject are to be carried out during 1996-1998. The aim is to promote employment, to make training more flexible and to put the principle of life-long learning to work.

6.3.3
The purpose of these projects will be to explore and develop new models that can facilitate interaction between educational institutions and employers. More specifically, the objective is to streamline qualifications structures and the contents of teaching, to develop on-the-job training, to look ahead at expected changes in skill requirements, to improve funding mechanisms so that they encourage closer cooperation and facilitate employment, and to create service networks that can support small- and medium-sized industries in their development. The placement of students in the labour market and practical training will be intensified by increasing cooperation between local labour authorities, vocational institutions, students and employers. Regional development projects financed by the EU's structural funds lend further support to local cooperation.

6.4 Life-long learning

6.4.1
The ethic of life-long learning has been one of the cornerstones of Finnish education policy ever since the government's decision in principle in 1978, which laid down the guidelines for the planning and development of adult education. A commitment was expressed in that decision to developing an education system that would allow for flexible, continuous and systematic self-enhancement in all age groups and at all stages of life. It was also decided that alternation between training, employment and other activity should be facilitated. The principle of life-long learning applies to the whole education system and to the whole population.

6.4.2
In March 1996 the government appointed a committee to draft a national strategy for life-long learning. The committee set out to accomplish its task with the following ideas:

- the strategy should be based on the perspectives of learning rather than teaching;
- continuous learning should form an integral part of people's way of life;
- new technology should be utilized to organize education and training according to the variable needs of young students;
- the education and training of small children, young people and adults should form a coherent structure;
- the education and training of young people should prepare them for studies in later life; and
- all age groups should realize that educational institutions are not the only places of learning; much of what they need to learn in life comes through the world of work and leisure.

6.5 The Information Superhighway programme

6.5.1
One of the key development projects launched under the auspices of the Ministry of Education in 1996 aims to increase the use of information technology for teaching purposes and to link up schools and educational institutions with international information networks. Upper secondary schools and vocational institutions will be involved by 1998, comprehensive schools by the year 2000. All institutions will be equipped with a sufficient number of computers.

6.5.2
Ultimately, the aim is that educational institutions will be able to provide students with the skills they need in an information society. By the upper secondary level, all students will have internalized the use of information and communication technology for purposes of collecting and handling information. They will know how to make the best use of information technology at work and in their private life.

6.5.3
The project consists of three programmes aiming to encourage the owners/mandators of vocational institutions to link up with international networks, to develop new methods of communication and study materials based on modern information technology, and to provide further training for teachers.

6.6 Closer cooperation between educational institutions

6.6.1
In Finland, vocational education institutions have traditionally specialized in one particular branch of education. This has been changing. During the 1990s more and more units have been combined to form bigger schools covering a broader scope of subjects, the aim being not only to reduce costs but also to provide a better quality of training. Generally, the experiences have been quite good. At the same time, the responsibility for maintaining individual institutions has in many cases been transferred to federations of municipalities.

6.6.2
The reforms that are now under way to streamline legislation at all levels of education and training from pre-school to university, are aimed at facilitating exchange and cooperation between educational institutions at different levels and in different branches. The new, uniform body of legislation will cover all vocational institutions except AMK institutions, for which there is separate legislation.

6.6.3
The new qualifications structure of vocational education and training emphasizes the individuality of students and their freedom of choice. Students are now able to incorporate study modules from the course offerings of other sectors and other schools into their training programme. This arrangement requires good cooperation between educational institutions.

6.7 EU structural funds

6.7.1

Finland is a new member of the European Union and only in its first years of structural development programmes. Financing for the first development projects in the field of both general and vocational education has now been secured from the EU Regional Development and Social Funds.

6.7.2

One of the projects launched under the Structural Fund's objective 4 programme is aimed at upgrading staff skills in accordance with the requirements of the business environment. The purpose is to develop the system of supplementary and further training, to evaluate qualifications and provide feedback information in order to develop those qualifications. At the same time, employers are supported in making more effective use of the resources of the adult education and the qualifications systems. The project will test how different qualifications and their components can be used as company-specific tools for raising the level of professional skills and competencies among staff members. This project is a joint effort involving employers, employees, central government authorities and educational organizations.

6.7.3

Another project that has been approved for EU funding under objective 4 is concerned with predicting changes in working life, the labour market and professional qualifications. Traditional methods of forecasting are too heavily oriented to the macro-level and draw upon statistics that cannot supply the necessary information fast enough. The goal of this project is to create a new, faster, more reliable system that can forecast the changes concerned on the basis of continuous information input. This project involves private companies, the Ministry of Labour, the Ministry of Trade and Industry, the Ministry of Social Affairs and Health, the National Board of Education and representatives of employers and labour market organizations.

6.7.4

The training of on-the-job training staff is included in the Social Fund's objective 3 programme. The aim is to increase the availability of apprenticeship places, to improve the quality of apprenticeship training, to promote staff development and to create a network of people responsible for training apprentices in companies. Workshop instructors can also take part in this training.

6.8 Comparability of qualifications

6.8.1

The countries of the European Union have various systems and classifications for the description of the training and education they offer. For purposes of comparison the EU has introduced a five-tiered classification of qualifications. Finland has not yet joined this system, but a Ministry of Education task force is currently looking into the question.

6.8.2
Many of the classification systems currently in use serve the needs of specific user groups, such as the labour or education authorities. However, the classification systems used in different countries differ from each other to such an extent that it is very difficult to compare training and education on the basis of these classifications.

6.8.3
The National Board of Education has recently launched a project to compare the Finnish system of qualifications with the educational/occupational categories that are used elsewhere in Europe. On the basis of its findings the NBE will submit its proposals concerning the organization of Finnish qualifications in relation to the EU five-level framework.

6.8.4
The main purpose of comparability is to promote the free movement of workers across borders and to create the circumstances in which all people with a training or with certain vocational skills have equal access to the labour market.

6.9 European dimensions

6.9.1
Until the late 1980s vocational education institutions in Finland had very little contact with schools abroad; most institutions had no form of international exchange beyond study visits. The situation has changed entirely and international interaction has become commonplace. The education authorities want to see all institutions that offer post-secondary vocational training get more closely involved in international exchange so that all students can integrate studies abroad into their individual study programme.

6.9.2
The internationalization of vocational education and training began in earnest after the EFTA countries decided to join the European Union's COMETT and ERASMUS exchange programmes. In Finland it was decided that all vocational institutions at the higher level could take part in the ERASMUS programme. Indeed from the very outset institutions in the non-university sector showed a keen interest. Involvement in ERASMUS through a separate agreement also created the basis for cooperation within the LEONARDO and SOCRATES programmes.

6.9.3
Since the collapse of the Soviet Union and the independence of the Baltic states, Finland has had much more cooperation with neighbouring regions in the former Soviet Union. In particular, vocational education institutions have been working closely with partners in Estonia, Karelia and the St. Petersburg area. In all these regions many of the local people speak Finnish, which means that Finland is well-placed to serve as an intermediary within the European Union. Finland is also actively involved in the TACIS and PHARE programmes. It is of paramount importance for Finland that its neighbouring regions continue on the path of peaceful and stable social development. Education has an important role to play in ensuring peaceful development, and therefore Finland is committed to supporting further development of education in these regions.

6.9.4
Finland is also determined to step up its involvement in all components of the LEONARDO programme. Likewise, in keeping with the SOCRATES programme, AMK institutions and other institutions offering education at the tertiary level will work more closely with institutions of adult education, universities and other institutions of higher education. Finland is also committed to increasing its expertise on the Baltic states and Russian regions so that it can help these countries and regions as well as northwestern Russia to work towards a more stable social order. In the North Calotte region, Norway, Sweden, Russia and Finland are also working to increase their multilateral cooperation.

6.9.5
Finland has built up a solid know-how in training and education in the field of primary production. The country will continue to offer this know-how to other Union members, to neighbouring regions and to partners in development cooperation. Forestry education plays a crucial role in guaranteeing sustainable development both in developing countries and in the countries of Eastern Europe.

6.9.6
Outside Europe, Finland has traditionally had close cooperation with developing countries (particularly on the African continent). In recent years vocational education institutions in the sectors of technology and commerce have been establishing contacts with the emerging-market economies of Asia. This has also helped them increase their knowledge of Asian culture.

Annexes

Annex 1

List of abbreviations and acronyms

AMK	Ammattikorkeakoulu AMK Institution (Polytechnic)
HOPS	Henkilökohtainen opintosuunnitelma Personal Study Programme
OPH	Opetushallitus National Board of Education (NBE)
OPM	Opetusministeriö Ministry of Education
OV	Opintoviikko Credit Unit

Annex 2

Major organisations involved in providing or regulating vocational training

AKAVA ry (The Confederation of Unions for Academic Professionals in Finland)
Rautatieläisenkatu 6
FI-00520 Helsinki
Tel: 358-9-14 18 22; Fax: 358-9- 142595

AK-KK (Further Education Centre for Vocational Institutes and Administration)
Lapinniemenranta 12
P.O. Box 249
FI-33101 Tampere
Tel: 358-31-253 44 00; Fax: 358-31- 253 44 34
internet: http://www.ak-kk.fi/
e-mail: mail@ak-kk.fi

Kansaneläkelaitos (The Social Insurance Institution)
Nordenskiöldinkatu 12
FI-00250 Helsinki
Tel: 358-9-434 11; Fax: 358-9- 241 23 58
internet: http://www.kela.fi/

OAJ ry (Trade Union of Education in Finland)
Rautatieläisenkatu 6
FI-00520 Helsinki
Tel: 358-9-15 02 71; Fax: 358-9- 14 58 21
internet: http://www.oaj.fi/
e-mail: oaj@oaj.fi

Opetushalllitus (National Board of Education)
Hakamiemenkatu 2, FI-00530 Helsinki
P.O. Box 380, FI-00531 Helsinki
Tel: 358-9-77 47 75; Fax: 358-9- 77 47 78 69
internet: http://www.oph.fi
e-mail: forname.familyname@oph.fi

Opetusministeriö (Ministry of Education)
Meritullinkatu 10
P.O. Box 293
FI-00171 Helsinki
Tel: 358-9-13 41 71, Fax: 358-9-656765
internet: http://www.minedu.fi
e-mail: forname.familyname@minedu.fi

SAK (Central Organization of Finnish Trade Unions)
Siltasaarenkatu 3 A
FI-00530 Helsinki
Tel: 358-9-77211; Fax: 358-9-772 14 47

STTK (Finnish Confederation of Salaried Employees)
Pohjoisranta 4 A
FI-00170 Helsinki
Tel: 358-9-131521; Fax: 358-9- 65 23 67

Tampereen yliopisto (University of Tampere)
Kalevankatu 4
P.O. Box 607
FI-33101 Tampere
Tel: 358-31-215 61 11; Fax: 358-31-215 65 01
internet: http://www.uta.fi

Tilastokeskus (Statistics Finland)
Työpajankatu 13
FI-00580 Helsinki
00022 Tilastokeskus
Tel: 358-9-17341; Fax: 358-9-17 34 27 50
internet: http:/www.stat.fi/
e-mail: forname.familyname@stat.fi

TT (Confederation of Finnish Industry and Employers)
Eteläranta 10
P.O. Box 30
FI-00131 Helsinki
Tel: 358-9-68681; Fax: 358-9-68 68 23 16

Työministeriö (Ministry of Labour)
Eteläesplanadi 4
FI-00130 Helsinki
Tel. 358-9-18561; Fax: 358-9-47 87 16
internet: http://www.mol.fi/

Valtiovarainministeriö (Ministry of Finance)
Aleksanterinkatu 3
FI-00170 Helsinki
Tel. 358-9-1601; Fax: 358-9-47 87 11
internet: http://www.vn.fi/vn/vm/

Vocational Teacher Education College of Hämeenlinna
P.O. Box 182
FI-13101 Hämeenlinna
Tel: 358-3-628 31; Fax: 358-3-628 33 11
internet: http://www.aokk.edu.fi/
e-mail: opettajakorkeakoulu@aokk.fi

Vocational Teacher Education College of Jyväskylä
Rajakatu 35
FI-40200 Jyväskylä
Tel: 358-14-444 67 11; Fax: 358-14-444 67 00
internet: http://www.vte.fi/
e-mail: jaokk@alfa.vte.fi

Annex 3

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Annex 4

Glossary of terms

The following brief list of terms and explanations on how they have been used in this report, has been prepared by the author. It makes no claim to be an authoritative terminological work. In this context, we would refer the reader to CEDEFOP's ongoing activities in the field of terminology and vocational training and particularly its 9 language Vocational Training Gossarium published in 1996.

Adult education centres/kansalaisopistot
Adult education institutions maintained by municipalities. The colleges mainly offer general education according to local educational needs.

AMK-institutions (polytechnics)/ammattikorkeakoulut
Non-university institutions of higher education, which offer vocational education.

Basic vocational education for adults/aikuisten ammatillinen peruskoulutus
Education leading to vocational qualification. The aims of the education correspond to those of second level basic vocational education for young people.

Combined studies/yhdistelmäopinnot
An alternative to the vocational qualification and matriculation examination. A second level qualification introduced together with the **youth level educational experiment.** The studies include both general education and vocational courses.

Credit unit (cu)/opintoviikko (ov)
The scope of vocational qualifications and parts of them are defined according to credit units.

Educational committees/koulutustoimikunnat
Committees appointed by the National Board of Education. The committees are appointed for a three year period, and they confirm the **national curriculum guidelines**. Members include representatives of the labour market, educational institutions, teachers and researchers in the field.

Employment training/työvoimapoliittinen aikuiskoulutus
Labour market training courses for adults arranged by the labour administration. The education is primarily provided for unemployed adults and adults who are at risk of becoming unemployed. The labour administration purchases courses mainly from vocational institutions.

Folk high schools/kansanopistot
National boarding schools providing general adult education. The schools are maintained by independent, Christian, party and trade union organizations as well as organizations for the handicapped.

Further vocational qualifications/ammattitutkinnot
Further and specialist vocational qualifications based on the 1994 act on further vocational qualifications. The principle is the award of qualifications irrespective of how skills have been acquired. Qualifications can be obtained by taking a competence-based examination, for which there is no formal preparation.

Individual curricula/henkilökohtaiset opintosuunnitelmat (HOPS)
Tailor-made curricula which are drawn up in cooperation between teachers, the student adviser and the student on the basis of the **individual school curriculum**.

Individual school curricula/koulukohtaiset opetussuunnitelmat
Individual school curricula which are drawn up by teachers in vocational institutions together with representatives from the labour market on the basis of the **national curriculum guidelines.**

In-service-training/henkilöstökoulutus
Training which the employers offer to their own employees. It is financed by the company itself. Usually it only lasts for a few days and is concentrated on one specific field or subject. The companies organize in-service-training themselves or buy it from private training providers or public educational institutions.

Liberal education/vapaa sivistystyö
Refers to different kinds of teaching and cultural services, which are provided for adults by open colleges, folk high schools, study centres, cultural and educational organizations, physical education centres and summer universities.

Module, modularity/moduuli, modulaarisuus
Qualifications and diplomas consist of **study units**, i.e. modules, which are arranged according to subject. The flexible modular system enables students to combine different courses.

National curriculum or qualifications guidelines/Valtakunnalliset opetussuunnitelmien perusteet
National guidelines confirmed by the National Board of Education which are the basis for individual school curricula or qualifications in all fields and levels of vocational education.

Physical education centre (previously physical education colleges)**/liikunnan koulutuskeskukset**
National boarding schools or regional educational institutions, which provide physical education courses on various aspects of coaching as well as supplementary general education and social studies for adults.

Qualifications/Diplomas/tutkinnot
Qualifications and diplomas consist of **study units**, i.e. **modules**, and their scope is defined in **credit units.** A qualification/diploma not only refers to the examination and study process, but also to the qualification obtained, the actual diploma/certificate and its level.

Specialized vocational institutions/ammatilliset erikoisoppilaitokset
Educational institutions owned by industry and business, mainly offering staff training to the company maintaining it.

Study centres/opintokeskukset
Private, national adult education institutions maintained by cultural and educational organisations. The centres themselves together with civic and cultural organizations arrange general education and social adult education.

Study units/opintokokonaisuudet
See **module, modularity**.

Summer universities/kesäyliopistot
Private educational institutions functioning mainly in the summer. The universities provide open university teaching, vocational supplementary education as well as general education courses for adults.

Vocational additional education/ammatillinen lisäkoulutus
Education leading to further vocational and specialist vocational qualification; further education or supplementary education.

Vocational adult education centres/Ammatilliset aikuiskoulutuskeskukset
Municipal or private educational institutions arranging vocational adult education. The centres provide the major part of labour market training courses for adults.

Vocational institutions/ammatilliset oppilaitokset
Educational institutions which offer vocational education to both adults and young people.

Vocational special institutions/ammatilliset erityisoppilaitokset
Vocational institutions established to meet the needs of the mentally or physically handicapped.

Youth level educational experiment/nuorisoasteen koulutuskokeilu
An experiment launched in 1991, enabling second level students to take courses from other second level educational institutions, including general education and vocational institutions. Instead of the vocational qualification or matriculation examination, students may obtain a new kind of diploma, namely, combined studies, which include both vocational and general education courses.

Annex 5

List of vocational training qualifications available

The following lists contain the vocational qualifications available at the various levels as of December 1996. The numer of credits required for each qualification is indicated in brackets.

A) Upper secondary level

1. Renewable natural resources sector:
Vocational Qualification in Agriculture (80), Vocational Qualification of Rural Entrepreneur (120), Vocational Qualification in Fur Production (80), Vocational Qualification in Horticulture (80), Vocational Qualification in Fishery (80), Vocational Qualification in Forestry (80), Vocational Qualification in Forestry, Forest Machine Operator (120), Vocational Qualification in Natural and Forest Livelihoods (80).

2. Technology and transport sector:
Vocational Qualification in Textiles and Clothing (80), Vocational Qualification of Dressmaker (120), Vocational Qualification of Tailor (120), Vocational Qualification of Milliner (120), Vocational Qualification in Fur Production (80), Vocational Qualification in Shoemaking (80), Vocational Qualification in Graphic Arts Technology (80), Vocational Qualification in Image Processing (80), Vocational Qualification in Metalwork and Machinery (80), Vocational Qualification in Machining (120), Vocational Qualification of Mechanical Fitter (120), Vocational Qualification in Sheet-metal Work and Welding (120), Vocational Qualification in Heating and Ventilation Engineering (80), Vocational Qualification in Maintenance, Real Estate (80), Vocational Qualification in Vehicle Technology (80), Vocational Qualification in Transportation (80), Vocational Qualification of Vehicle Mechanic (120), Vocational Qualification of Vehicle Painter (120), Vocational Qualification of Vehicle Body Repairer (120), Vocational Qualification of Aircraft Mechanic (120), Vocational Qualification in Storage and Transportation (80), Vocational Qualification in Electrical Engineering (80), Vocational Qualification in Electrical Power Engineering (120), Vocational Qualification in Automation Technology (120), Vocational Qualification in Information Technology (120), Vocational Qualification in Construction (80), Vocational Qualification in Land Surveying (80), Vocational Qualification of Surveyor (120), Vocational Qualification in Wood Industry (80), Vocational Qualification in Blade Maintenance (120), Vocational Qualification in Upholstery (80), Vocational Qualification in Boat-building (80), Vocational Qualification in Painting (80), Vocational Qualification in Special Painting (120), Vocational Qualification in Industrial Surface Treatment (80), Vocational Qualification in Special Surface Treatment (120), Vocational Qualification in Paper Industry (80), Vocational Qualification in Chemical Industry (80), Vocational Qualification in Laboratory Technology (80), Vocational Qualification in Food Industry (80), Vocational Qualification of Confectioner (120), Vocational Qualification in Milk Processing (80), Vocational Qualification in Dairy Production (120), Vocational Qualification in Marine Skills, Able Seaman, g.p. (80), Vocational Qualification of Ship's Mechanic (120), Vocational Qualification of Skipper - Engineer Officer (120), Vocational Qualification of Ship's Electrician (120), Vocational Qualification of Horologist (120), Vocational Qualification of Technical Draughtsman (80).

3. Administration and commerce sector:
Vocational Qualification in Business and Administration (80).

4. Hotel, catering and home economics sector:
Vocational Qualification in Hotel, Restaurant and Catering Services (80), Vocational Qualification in Meal Production (120), Vocational Qualification in Sales and Customer Service (120), Vocational Qualification in Home Economics and Cleaning Services (80), Vocational Qualification in Textile Care (80).

5. Social and health care sector:
Vocational Qualification in Social and Health Care (100), Vocational Qualification of Dental Laboratory Assistant (80), Vocational Qualification of Hairdresser (120), Vocational Qualification of Beauty Therapist (120).

6. Culture sector:
Vocational Qualification in Crafts and Design (120), Vocational Qualification in Communications (120), Vocational Qualification of Dancer (120), Vocational Qualification of Piano Tuner (120), Vocational Qualification of Church Organist (120), Vocational Qualification of Dance Musician (120).

7. Humanist and teaching sector:
Vocational Qualification in Youth and Leisure Instruction (80), Vocational Qualification of Children's Instruction (100), Vocational Qualification of Sports Instructor (80).

B) Post secondary level

1. Renewable natural resources sector:
Diploma in Agriculture (140), Diploma in Horticulture (140), Diploma in Fishery (140), Diploma of Riding Instructor (80).

2. Technology and transport sector:
Technician Engineer, Textiles and Clothing (120), Furrier (120), Technician Engineer, Machinery and Metalwork (120), Technician Engineer, Heating and Ventilation Engineering (120), Technician Engineer, Vehicles and Transportation (120), Technical Engineer, Electrical Engineering (120), Technician Engineer, Construction (120), Technician Engineer, Wood Industry (120), Technician Engineer, Surface Treatment (120), Diploma of Laboratory Assistant (120), Technician Engineer, Paper and Chemical Industry (120), Technician Engineer, Food Industry (120), Technician Engineer, Dairy Industry (120), Diploma in Seafaring, Deck Officer (100).

3. Administration and commerce sector:
Diploma in Business and Administration (80), Diploma in Tourist Industry (100), Diploma in Business Information Technology (datanomi) (100), Diploma in Secretarial Studies, Business Administration and Public Administration (120).

4. Hotel, catering and home economics sector:
Diploma in Hotel, Restaurant and Catering Services (120), Diploma in Home Economics and Cleaning Services (120), Technician Engineer, Laundry Services (120).

5. Social and health care sector:
Nurse (140), Public Health Nurse (140), Diploma in Midwifery (180), Physiotherapist (140), Diploma of Medical Laboratory Technologist (140), Diploma of Radiographer (140), Diploma in Social Services (140), Diploma of Deacon/Deaconess (140), Diploma of Specialist Beauty Therapist (80), Diploma of Specialist Hairdresser (80).

6. Culture sector:
Diploma in Crafts and Design (160), Diploma in Media Technology (160), Diploma in Visual Arts (160), Diploma in Dance Instruction (120), Diploma in Drama Instruction (160), Diploma in Music Pedagogy (160), Musician (160), Diploma in Music Instruction (160).

7. Humanist and teaching sector:
Diploma of Sports Instructor (120), Diploma in Youth and Leisure Instruction (120), Diploma of Youth Work Leader of the Church (120), Diploma in Cultural Activities Instruction (120), Diploma of Sign Language Interpreter (120).

C) AMK qualifications

1. Renewable natural resources sector:
AMK Diploma in Agriculture and Forestry
  - AMK Diploma in Agriculture (160)
  - AMK Forestry Engineer (160)
  - AMK Diploma in Horticulture (160)
  - AMK Diploma in Environment Instruction (160)

2. Technology and transport sector:
AMK Diploma in Technology
  - AMK Engineer (160)
  - AMK Building Engineer (160)
  - AMK Diploma in Environment Planning (160)

AMK Diploma in Seafaring
  - AMK Sea Captain (160)

AMK Diploma in Textiles and Clothing (160)

3. Administration and Commerce sector:
AMK Diploma in Business and Administration (160)

AMK Diploma in Tourism and Travelling (160)

4. Hotel, catering and home economics sector:
AMK Diploma in Hotel, Restaurant and Catering Services (160)

5. Social and health care services sector:
AMK Diploma in Health Services
  - AMK Nurse (140)
  - AMK Public Health Nurse (140)
  - AMK Midwife (180)
  - AMK Physiotherapist (160)
  - AMK Podiatrist (140)
  - AMK Dental Assistant (140)

- AMK Dental Technician (140)
- AMK Orthopaedic Technician (140)
- AMK Optician (140)
- AMK Laboratory Assistant (140)
- AMK Radiographer (140)

AMK Diploma in Social Services (140)

AMK Diploma in Social and Cultural Services (140)

AMK Diploma in Social and Health Services
- AMK Nurse (140)
- AMK Public Health Nurse (140)
- AMK Physiotherapist (140)

AMK Diploma in Social, Health and Pedagogical Services
- AMK Nurse (140

AMK Diploma as Deacon (140)

6. Culture sector:

AMK Diploma in Crafts and Design
- AMK Diploma in Crafts and Design (artenomi) (160)
- AMK Designer (160)

AMK Diploma in Conservation
- AMK Conservator (160)

AMK Diploma in Visual Arts
- AMK Artist (160)

AMK Diploma in Media and Visual Arts
- AMK Artist (160)
- AMK Diploma in Media Technology (medianomi) (160)

AMK Diploma in Music
- AMK Pop/Jazz Musician (160)
- AMK Diploma in Pop/Jazz Pedagogy (160)

AMK Diploma in Dance and Drama
- AMK Diploma in Dance Instruction (160)
- AMK Diploma in Drama Instruction (160)

7. Humanist and teaching sector:

AMK Diploma of Sports (140)

AMK Diploma in Leisure Instruction (140)

CEDEFOP - European Centre for the Development of Vocational Training

Vocational education and training in Finland

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